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# MINISTRY OF RECONSTRUCTION.

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## REPORT ON THE WORK OF THE MINISTRY

FOR THE PERIOD ENDING 31<sup>ST</sup> DECEMBER, 1918.

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Presented to Parliament by Command of His Majesty.

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## REPORT ON THE WORK OF THE MINISTRY.

*For the period ended 31st December, 1918.*

The accompanying Report on the work of the Ministry of Reconstruction is submitted to Parliament in accordance with Section 2 (2) of the New Ministries Act, 1917.

VAUGHAN NASH,  
*Secretary.*

CHRISTOPHER ADDISON,  
*Minister of Reconstruction.*

31st December, 1918.

### Chapter I.—Introductory.

(1) The Ministry of Reconstruction was constituted under the New Ministries Act (7 and 8, George V., Chapter 44), which received the Royal Assent on the 21st August, 1917. The Act defines the duties of the Minister as follows :—(Section 2, (1)) “ to consider and advise upon the problems which may arise out of the present war, and may have to be dealt with upon its termination ; and for the purposes aforesaid to institute and conduct such enquiries, prepare such schemes and make such recommendations as he thinks fit.”

(2) The proposed functions of the Ministry were further generally indicated in the speeches made by the Home Secretary and the Solicitor-General on behalf of the Government in introducing the Bill (House of Commons, Official Report, 27th July, 1917). The Home Secretary said :—  
“ The work (of the great business of Reconstruction) at present is to some extent scattered among the different Departments, and not fully co-ordinated. The questions which arise in one Department are often closely connected with questions which arise more properly in another Department of work, and they ought to be considered together and not in water-tight compartments. . . . There should be a Minister directly responsible to Parliament in this connection, a Minister who shall frame and put forward schemes, and who shall be responsible to Parliament for an explanation of the proposals that are made. . . . The Department will be mainly advisory. The Minister will appoint Committees, or take other existing Committees, and receive their Reports. He will institute on his own initiative experiments on matters connected with his functions. He will frame schemes for after-war action or for action with a view to conditions which will arise after the war, and submit them to the Cabinet ; and he will indicate the Department by which those schemes can best be carried out.”

The Solicitor-General said :—(House of Commons, Official Report, 27th July, 1917) “ What he (the Minister) is able to do is to make recommendations, and as a Minister he will have access to the War Cabinet. Where, as is so often the case in these matters, it is desirable that action should be taken without delay, there will be a ready means of communication with the Minister who has all the threads in his hands, and the War Cabinet will then initiate, it may be, a proposal for immediate legislation. My submission is that this scheme, a modest scheme, a simple scheme, is an important contribution to the task of dealing with the great problems that must arise after the war. No one suggests that it is by itself complete. Nobody suggests that it covers the whole ground. But, so far as the fundamentally important work of stimulating, of advising, and of co-ordinating the work of the several Departments is concerned, the Bill, in my submission, makes an important new departure. It is well to remember, and I am sure the House appreciates the fact, that these problems with which the Minister of Reconstruction will have to deal are not as a rule problems of one Department alone . . . they are inter-departmental. They are problems in which many Departments are concerned, and, apart from the work of initiation, apart from the work of stimulating and starting new points for consideration, apart altogether from these immensely important tasks, there is the great work of co-ordinating and bringing together the work which is done by the respective Departmental Heads.”



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(3) It will thus be seen that, at the time of the inception of the Department, it was not contemplated that the Ministry should undertake any executive responsibilities which might conflict with the proper functions of the responsible executive Departments. It was, however, contemplated that the functions of the Ministry should cover administrative and advisory duties of a highly important nature. The Minister was expected of his own initiative to stimulate the formulation of schemes, and the opening of any antecedent investigations necessary for the purposes of Reconstruction. In other words, the Minister was to make a comprehensive survey of the whole ground, and satisfy himself that any immediately necessary action for the formulation of suitable schemes for dealing with the various post-war problems was set in motion departmentally or otherwise. It was also his function, when such schemes were formulated by the different Departments or Committees, to co-ordinate the several proposals received for submission to the Cabinet.

(4) It may not be irrelevant at this point to record two general observations as to the methods and conditions under which such a Ministry has perforce to operate.

First, at the initial stage of investigation, or original formulation of schemes for dealing with post-war problems, it is in very many cases absolutely necessary to proceed by way of appointing a Committee of experts on the subject. The questions are too large, and the different sections of the community affected are too important for such matters to be adequately handled by any single individual. Also, however carefully the terms of reference to such Committees are formulated, it is impossible in every case to avoid a certain amount of overlapping or conflict in the recommendations received upon certain subjects from different Committees. The Ministry itself has often to supply the staff, and to collate the material upon which such Committees have, together with the Departments concerned, to work; and can thus, to a certain extent, co-ordinate their activities while in operation. But it is inevitable that a further process of co-ordination within the Ministry should take place when their recommendations have been received, and commented upon by the executive Departments concerned. While every effort has been made to avoid the appointment of unnecessary Committees,\* and to reduce Committee procedure to its simplest terms, with a view to securing early action on any reports received, it is inevitable that such procedure (with its inherent complexities) should have played a large part in the work of the Ministry, and that delays should have occurred in certain cases before effect could be given to the recommendations received. By inviting the responsible Departments to take part in the preliminary Committee work it has often been possible to secure agreement at an early stage.

Secondly, as regards the relations of the Ministry to schemes put forward by the several executive Departments, it must be remembered that the process of negotiation and adjustment leading up to an agreed policy necessarily takes place through the medium of inter-departmental communications, or even Cabinet discussions which, for obvious reasons, have to be treated as confidential. On the other hand, when a joint scheme or policy has been finally formulated and approved by the Cabinet it is necessarily handed over forthwith to the executive Departments to carry out. At this point it becomes public. It has, therefore, in many cases not been practicable to accord to the work done by the Ministry of Reconstruction in the antecedent stages a complete, or even a limited, measure of publicity, and the result is only seen at the stage, whether of executive action or of legislation, at which the official operation of this Ministry ceases. It is the purpose of the present Report to give, so far as possible, a comprehensive account of the activities of the Ministry during the last year; but it is obvious that any such account must be subject to the limitations imposed by the above general conditions, and cannot include any detailed survey of much of the most difficult and important work actually transacted within the Ministry.

#### DEVELOPMENT OF THE ORGANISATION AND WORK OF THE MINISTRY.

(5) The Ministry of Reconstruction, when its formation was approved under the Parliamentary authority of the New Ministries Act of August, 1917, succeeded two Committees appointed at an earlier date to deal with the general problems of Reconstruction, and took over the results of their labours. The first of these was a Committee of the Cabinet, appointed by Mr. Asquith in March, 1916, who, in turn, appointed Sub-Committees to deal with certain aspects of the general problem which were at that date apparent. The second was a Committee appointed by Mr. Lloyd George in March, 1917 (under the Prime Minister as Chairman and Mr. Montagu as Vice-Chairman), which consisted of fourteen members with specialised knowledge, who for general purposes were distributed into six panels, each dealing with a special range of subjects, and which also appointed Sub-Committees to deal with certain questions.

(6) The Ministry of Reconstruction, on its formation, had brought before it the Reports of such of the Sub-Committees of the previous organisations as had been completed; and the operations of such Sub-Committees as had not yet finally reported were continued in connexion with the work of the new Ministry. The Sub-Committees in question and their Chairmen were:—

Agricultural Policy. (Lord Selborne.)

Demobilisation of the Army. (Mr. Montagu.)

Coal Conservation. (Lord Haldane.)

\* A list of the Committees which have been appointed by the Ministry of Reconstruction (or by the Chairmen of the two Cabinet Committees which preceded it), with their personnel and terms of reference, is given in Appendix I. to this Report.



Policy in regard to Aliens after the War. (Sir George Cave.)  
 Relations between Employers and Employed. (Mr. Whitley.)  
 Women's Employment. (Major Hills.)  
 Adult Education. (The Master of Balliol.)  
 Civil War Workers' Demobilisation. (Mr. Gerald Bellhouse.)  
 Acquisition of Land. (Mr. Leslie Scott.)  
 Machinery of Government. (Lord Haldane.)  
 Local Government. (Sir Donald Maclean.)

It also received reports and memoranda by the staff and experts from outside on a variety of subjects, including unemployment, changes in professional training and careers due to the war, public works held back by the war, war controls, trade union law, emergency measures, and trade combinations.

(7) It was, however, clear at the date when the new Ministry began to operate, that the task of preliminary investigation in regard to many questions of Reconstruction must be pushed further generally and specially developed in certain fields; and the original organisation of the Ministry was accordingly directed to this end. Two Joint Secretaries were appointed, and Assistant Secretaries took charge of sections, dealing respectively (1) with Commerce and Production, (2) with Finance, Shipping and Common Services, (3) with Labour and Industrial Organisation, (4) with Rural Development, (5) with Machinery of Government (Central and Local), Health and Education, (6) with Housing and Internal Transport; and a staff of Intelligence Officers and Investigators was appointed to pursue special enquiries in connection with the work of these Sections.

(8) During the earlier months of the Ministry, under the foregoing organisation, additional special Committees were appointed to report upon the following subjects:—

The position of the Chemical Trades after the War. (Sir Keith Price.)

Development of new Industries in the Engineering Trades. (Hon. H. D. McLaren.)

Labour Panel. (Sir Claud Schuster.)

Supply of Raw Materials. (Sir Clarendon Hyde.)

Trade Organisations and Combinations. (Mr. E. Shortt.)

Currency and Foreign Exchange. (Lord Cunliffe.)

Provision of Financial Facilities for Trade. (Sir R. Vassar-Smith.)

Financial Risks attaching to the Holding of Trading Stocks. (Mr. F. C. Harrison.)

Supply of Materials to the Building Trade. (Mr. J. P. Carmichael.)

Financial Assistance in connexion with Housing. (Mr. Henry Hobhouse.)

Rent and Mortgage Restrictions in relation to Working-Class Housing. (Lord Hunter.)

Legal interpretation of the term "Period of the War." (Mr. Justice Atkin.)

Special enquiries by groups or individuals were also instituted in relation to the following subjects:—

Juvenile Employment,

Apprenticeship,

Village Industries.

Methods of Control in the Wool and Cotton Trades, etc.

(9) In January, 1918, the Minister, in order to secure some regular means of obtaining practical advice on various important questions, arising in the course of the ordinary work of the Ministry, created an Advisory Council, consisting of a panel of persons of mature experience (not being present officials of any Government Department), on questions affecting the work of the Ministry.\* For working purposes, the Council was divided originally into four, and subsequently into five Sections, dealing respectively with questions relative to:—

SECTION I.—Finance, Transport and Common Services.

SECTION II.—Production and Commercial Organisation.

SECTION III.—Labour and Industrial Organisation.

SECTION IV.—Rural Reconstruction (Agriculture, village life, &c.)

SECTION V.—Social Amelioration (Health, Housing, Education, &c.).

The Council thus constituted is not a body (comprising as it does many busy people from all parts of the United Kingdom) which can conveniently, or usefully, meet as a whole; but from the outset periodical meetings of the Chairmen and Vice-Chairmen of the various Sections have been held, for the purposes of direct consultation with the Minister and general co-ordination of the work of the Council. The functions of the Council are strictly advisory, and consist in reporting upon specific references from the Minister. But such references are suggested either by the Minister or by the members of the Advisory Council themselves. It was hoped by the latter provision to secure that the practical experience and knowledge of outside affairs possessed in a high degree by the members of the Council might enable them usefully to indicate the class of question to which the Ministry might devote its attention. In certain cases questions of general

\* A list of existing members of the Council in their several Sections is given in Appendix II to the Report. But it must be understood that it has been impossible to appoint representatives to the Council itself of all interests affected by questions that may be discussed. The Minister has made additions to the Council from time to time, according to the development of the work of the Department, and the subjects upon which he requires advice.



interest are made the subject of reference to Sections of the Council sitting as a whole. On more specialised questions references are given to Sub-Committees of the Council, consisting of members of the appropriate Sections of the Council, and temporarily co-opted members (including, where desirable, officials of Government Departments) who have special experience in the subject of the particular reference. The Minister invited several representative and experienced women to serve on the various sections of his Advisory Council and also set up a small Women's Committee in order that questions more particularly affecting women should be given adequate consideration and that an opportunity should be afforded of bringing the experience of women to bear on questions of general interest. In addition women officers were appointed in the Branches dealing with industrial and social development. The work of the Advisory Council has been brought into due relation with that of the Department, and its services have proved of the utmost value to the Ministry.

(10) By the latter part of March, 1918, the work of the Ministry appeared to have passed to a large extent beyond the sphere of initial enquiries and detailed investigations, whether by departmental Committees or individual officials. The main problem had now become how best to focus the result of such enquiries, or of schemes submitted departmentally, to a point at which definite proposals could be submitted to the Cabinet for approval. The Minister found it convenient to arrange a re-organisation of the work and staff of the Ministry to this end. The general principles of the consequent organisation (which was approved by the Minister after an enquiry by the Treasury Committee on Staffs of Temporary Government Departments in May, 1918) may be summarised as follows :—

A general responsibility for the work of the Department (including policy, administration and organisation) was centralised in a single Secretary. The work of the Department was then sub-divided between a General Branch (under a Principal Assistant Secretary, who was also Secretary to the Advisory Council) dealing with matters of organisation, staff and miscellaneous questions, and five Administrative Branches (each under a responsible Assistant Secretary) dealing with a definite range of subjects, and corresponding generally with a Section of the Advisory Council.

The five Administrative Branches in question were :—

BRANCH A (Transitional Economics) dealing with the general problems created by a War shortage of supply, raw materials, tonnage, capital, &c., and any necessary measures for control during the transitional period.

BRANCH B (Commerce and Production) dealing with the problems of increased production and organisation for that purpose (including internal transport), and having regard to the resources disposable in the transitional period.

BRANCH C (Labour and Industrial Organisation) dealing with questions affecting the relations of employers and employed, conditions of labour, industrial training, apprenticeship, welfare, child labour, &c.

BRANCH D (Rural Development) dealing with questions of agriculture, improved forms of cultivation, increased food supply, reclamation, forestry, village industries, &c.

BRANCH E (Social Development) dealing with questions of health, local government, housing, education and other matters relative to the changed conditions of life (including social, as distinct from industrial, questions affecting the position of women) in the transitional period.

(11) It was found convenient in the latter part of the summer to hold weekly meetings of the Chairmen and Vice-Chairmen of the Sections of the Council instead of monthly meetings as was originally arranged. Important memoranda are passed to this Committee for general review, and, in certain cases, reports are obtained from them on specially complex questions. A similar informal Committee\* consisting of representative women members of the Advisory Council, meets each week to give advice to the Department on the most practical method of approaching questions affecting the position of women.

As regards organisation outside the department, several of the Government Offices have set up their own machinery. The Ministry of Munitions established its own Council for preparing schemes for the reinstatement of industry and like questions in 1917, and the closest relations have existed throughout between the two Departments. As illustrative of the importance of this work it may be stated that an enquiry has been carried out into the post-war requirements and supply of steel and the Ministry of Reconstruction received further assistance in a series of recommendations for the ultimate use of National Factories. The War Office, so far back as 1916, was actively working

\* The Committee of Chairmen (when the Minister is not present) is presided over by Sir Henry Birchenough, K.C.M.G., Chairman of Section II, and is composed of the following: Mr. Arthur Allen, Mr. E. Bevin, Hon. Herbert Gibbs, Mr. Lionel Hitchens, Rt. Hon. Henry Hobhouse, Mr. Ernest Husey, M.V.O., Sir Clarendon Hyde, Sir Chas. Metcalfe, Bart., Rt. Hon. J. H. Thomas, M.P., and Mr. Leslie Scott, K.C., M.P. The Women's Advisory Committee is presided over by Lady Emmott (Vice-Chairman Section V), and is composed as follows: Lady Birchenough, Mrs. Streatfeild, C.B.E., Miss Harris, Miss Susan Lawrence, Dr. Marion Phillips, Mrs. Pember Reeves, The Viscountess Rhondda, Miss Symons and Miss Margaret Tuke.



on the various demobilisation schemes which have since been matured. The Admiralty also set up a Reconstruction Committee to advise on the many readjustments which would be required on the cessation of hostilities. And, from the moment it was established, the Ministry of Labour has been concerned in making preparations for peace conditions. With all these developments the Ministry has been closely in touch, and it should further be mentioned that the important scheme of reorganisation carried out in the Board of Trade at the beginning of 1918,\* and expressly directed to enable the Board to meet new responsibilities after the War, has greatly facilitated collaboration between the Board and the Ministry in arranging for adequate surveys of the possibilities of industrial development in the future and in preparing the ground for any necessary action by the Board as the executive Department of Government in this field.

## Chapter II.—Work undertaken by the General Branch.

(12) It may be convenient to describe the activities of the Ministry during the last year under the general heads indicated by the division of functions between the several Branches. It is, however, of course only possible, within the limits of such a report, to give a general indication of the work done on certain of the more important questions dealt with by each Branch.

(13) *General Organisation*.—This Branch is charged with the ordinary duties in regard to the organisation of work and staff within the office, and with the necessary arrangements in regard to accounts and estimates.

The question of the best methods for stimulating the formation of local organisations for discussing Reconstruction questions has been referred for consideration to a Sub-Committee of the Advisory Council on the footing that such organisations should, so far as possible, be of spontaneous growth, and should themselves determine the extent to which they would resort to official sources for information and assistance.

(14) *Organisation of the Advisory Council*.—It is one of the duties of this Branch to co-ordinate the work of the Advisory Council with that of the several Administrative Branches of the Ministry, and the general measures taken for this purpose have been described above. The object of these arrangements is to reduce Committee procedure, in the case of the Advisory Council, to a simple instrument for obtaining practical advice within a limited time for the Minister, on any points that may arise in the work of the office. The following reports have been received:—

*From the Chairmen*.—"The best method of approaching the question of co-ordination of  
"Transport facilities within the United Kingdom.

"An appropriate administrative machinery for dealing with Electric  
"Generation."

*From Section I*.—"Standardisation of Railway Equipment.

"Excess Profits Duty in relation to Commercial Undertakings."

*From Section II*.—"The principles and machinery for the allocation of materials, &c., in  
"the transitional period.

"Legislative arrangements to prevent Dumping."

*From Section III*.—"The application of the principles of the Whitley Report to (a) The  
"Engineering and (b) The Railway Industries, including the question of making  
"agreements mandatory."

"Prevention of abnormal unemployment among partially disabled Soldiers,  
"and depreciation of standard rate or underpayment of such men."

"Legislative action for restricting hours of labour for juveniles in occupations  
"not at present regulated by law."

*From Section IV*.—"Establishment of Information Centres in rural districts."

"The best method of attracting returning soldiers to the land."

*From Section V*.—"Housing plans from a housewife's point of view."

"Co-ordination of authorities for vocational training of women."

Further references are awaiting report as follows:—

*From the Women's Advisory Committee*.—"Methods of utilising the available supply of  
"labour for domestic service to the best national advantage."

*From Section II*.—"Methods for protecting the producers of the United Kingdom against  
"the introduction of sweated goods."

*From Section V*.—"Methods of assisting local Reconstruction organisations."

"The place of properly paid and voluntary women workers in subsidiary  
"health and kindred services."

"Certain questions relative to the position of women in the Civil Service."

\* Memorandum with respect to the Re-organisation of the Board of Trade (Cd. 8912).



(15) *Trade Organisation Section*.—The Government having adopted as part of its policy of Industrial Reconstruction the proposals of the Whitley Committee on the relations of employers and employed, the Ministry of Labour was charged with promoting the formation of Joint Industrial Councils on the lines recommended in that Report. But, in view of the fact that such Councils are intended to be permanent, certain difficulties presented themselves, in the way of their rapid formation, especially in the less organised industries. It was, however, realised that, pending the formation of Joint Industrial Councils,\* there were many problems for the effectual handling of which within the industries, some immediate provision should be made, to meet the requirements of the transitional period. It was agreed, in consultation with the Board of Trade and Ministry of Labour, that the task of stimulating the formation of suitable Interim Industrial Organisations for the purposes of Reconstruction should be undertaken by a special Section of the Ministry of Reconstruction.

Apart from Joint Industrial Councils, it was recognised that there were, in certain industries, existing organisations (*e.g.*, Trade Boards and Control Boards), suitable for the purpose in view; and care was taken not to set up Interim Industrial Committees in cases where existing bodies of the nature indicated were willing to undertake the work.

It was clearly indicated that Interim Industrial Reconstruction Committees, when once set up, would be independent bodies responsible to the Trades represented by them, and should themselves determine, subject to any general regulations laid down by the State, what functions they should assume; and what they should leave or delegate to other bodies. It was hoped (and in practice the hope has been borne out) that the activities of such Committees would not be limited to the questions upon which they were asked by the Government to advise and assist, but might extend in any directions suitable for the development of the Industry as a whole.

In pursuance of this policy the Ministry of Reconstruction has so far been successful in securing the establishment of Interim Industrial Reconstruction Committees, representative of employers and employed, in the following Industries:—

Artificial Stone.

Baskets.

Blacksmiths and Farriers.

Brass and Copper. (Provisional).

Brushmaking.

Catering.

Cement.

Clay Industries.

Cocoa, Chocolate, Sugar, Confectionery and Jam.

Coopering.

Cotton Control Board. (The Board, with certain added representatives, has agreed to undertake the functions of an Interim Committee).

Cutlery.

Envelopes and Manufactured Stationery.

Fertilisers (including sections for Basic Slag, Sulphate of Ammonia and Fish Guano).

Furniture Removing.

Glass.

Gloves.

Heavy Chemicals. (In this industry a Joint Industrial Council has been formed, and the Interim Committee, on which the Council is represented, will deal only with Commercial and Technical questions falling outside the scope of the Council.)

Iron and Steel Trades. (In view of the possibility of the early formation of a Joint Industrial Council in this Industry the work of the Committee will be limited to Commercial and Technical questions.)

Lead Manufactures.

Leather Production.

Music Trades.

Non-Ferrous Mines.

Packers. (Provisional).

Packing Case Making.

Paper Making.

Patent Fuel.

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\* At the date of this Report Joint Industrial Councils have been formed in the following industries:—Baking, Bedsteads, Bobbins, Building, Furniture, Gold, Silver, Horological and Allied Trades, Heavy Chemicals, Hosiery, Hosiery (Scottish Section), Leather goods and Belting, Matches, Paint and Varnish, Pottery, Rubber, Sawmilling, Silk, Vehicle Building, Woollen and Worsted (Scottish Section).

Arrangements were also made for the Provisional Committees, which had been formed by the Ministry of Labour to draft constitutions for Joint Industrial Councils, to assist with regard to the questions of Reconstruction. Provisional Drafting Committees have been formed in the following industries:—Boot and Shoe, Cable-making, Carpets, Commercial Road Transport, Elastic Webbing, Electrical Contracting, Electricity Power and Supply, Flour Milling, Heating and Domestic Engineering, Municipalities Non-Trading, Needles and Fish-hooks, Newspapers, Printing, Roller Engraving, Surgical Instruments, Tin Mining, Tramways, Waterworks, Woollen and Worsted.



Petroleum Lamp. (Provisional).

Polish (Boot and Floor).

Quarrying.

Railway Carriage and Wagon Building and Repairing.

Safe, Lock and Latch.

Sugar Refining.

Wholesale Clothing. (Ladies' Light Clothing).

Wire Drawing (Iron and Steel).

Woollen and Worsted (Wool Council.) (In view of the possibility of the early formation of a Joint Industrial Council in this industry, the work of the Committee will be limited to Commercial and Technical questions).

Zinc and Spelter.

The formation of these Committees has led to a great development of organisation both on the employers' and on the workpeople's side in nearly every Industry already dealt with by the Department. In some Industries there was practically no organisation when negotiations for the formation of Interim Committees were started: in other cases the organisation was relatively weak or limited to one section of the Industry. The development of organised bodies of employers and workpeople which has been greatly facilitated by the formation of these Joint Committees represents an important industrial advance.

Among questions that have been discussed by the Committees are the development of sources of supply of raw material, additional outlets for the export trade, wage agreements and war bonuses, the removal of Government restrictions and other matters relating to the progress of the different Industries. Valuable advice and assistance has also been received in connexion with questions relating to demobilisation including the release of pivotal men, the supply of raw materials, the development of new industries or branches of industry, the position of women in industry and other important subjects engaging the attention of different Government Departments.

(16) *Miscellaneous Questions*.—The General Branch deals with correspondence and official action on any subjects which do not fall immediately within the scope assigned to any of the five Administrative Branches. In certain cases matters of considerable importance have been dealt with under this arrangement, and the following two examples may be instanced:—

(a) *Land Acquisition Committee*.—This Committee was appointed by the Prime Minister in response to representations by the Chairmen of various Committees on Reconstruction (notably the Agricultural Policy Committee and the Forestry Committee) that the schemes which they had in view could not operate effectually unless some general measures were taken to cheapen and simplify the acquisition of land for public purposes. A strong Committee of experts was therefore appointed (under the Chairmanship of Mr. Leslie Scott, K.C., M.P.) with designedly wide terms of reference, "to consider and report upon the defects in the existing system of law and practice involved in the acquisition and valuation of land for public purposes; and to recommend any changes that may be in the public interest." The Committee came to the conclusion, at an early stage of the proceedings, that the delays and expenses incident to the complexities of the system for obtaining powers for compulsory acquisition were a vital obstacle to effective reform in this matter. They have presented two interim Reports,\* the first dealing with the Sanctioning Authority, and the second with the methods and principles of valuation. These Reports are now under the consideration of the Government. They are now engaged upon a further Report upon special aspects of the general question in regard to Mining Wayleaves, &c.; and will ultimately cover all questions of acquisition and valuation of land or rights in land comprehensively. The question of simplifying the transfer of title in connexion with the acquisition of land for public purposes is also engaging the attention of the Committee.

(b) *Imperial Mineral Resources Bureau*.—It was resolved at a meeting of the Imperial War Conference in April, 1917, to establish in London an Imperial Mineral Resources Bureau, upon which should be represented Great Britain, the Dominions, India and other parts of the Empire. The Bureau was to be charged with the collection of information regarding the mineral resources and metal requirements of the Empire, and of advising what action might appear desirable to enable such resources to be developed and made available to meet the metal requirements of the Empire. It was recommended that His Majesty's Government should, having due regard to existing institutions, take action for the purpose of establishing such a Bureau, and submitting a scheme for the consideration of other Governments summoned to the Conference. Dr. Addison, as Minister of Munitions, then appointed an inter-departmental Committee, under the Chairmanship of Sir James Stevenson, to prepare a scheme for the establishment of such a Bureau; and action was subsequently taken by the Ministry of Reconstruction upon the Report† of this Committee. Following negotiations conducted by this Ministry with the various departments and institutions affected, the Minister of Reconstruction submitted to the Imperial War Conference in April, 1918, a scheme which was approved after discussion at the Conference; and the Ministry of Reconstruction was charged with giving effect to it. Under this scheme the Bureau will be attached to the Privy Council, the Lord President of the Council for the time being acting as President of the Bureau in order to secure proper responsibility

\* Cd. 8998, 9229.

† Not published.



to Parliament for expenditure from public funds upon the Bureau's work. The administration of the Bureau will be controlled by a Governing Body representing the various parts of the Empire, as well as the Mineral, Mining and Metal Industries. The representative of the United Kingdom acts as Chairman of the Governing Body, which includes also representatives from Canada, the Commonwealth of Australia, New Zealand, Union of South Africa, Newfoundland, India and a representative of the Crown Colonies and Protectorates. There are, in addition, six members selected by reason of their expert knowledge of mining and metallurgy from the industries concerned. The Bureau is being incorporated by a Royal Charter defining its constitution and duties, the details of which have been settled by the Governing Body\* (who met for the first time on 16th August, 1918, and have since held several meetings).

(17) *Fisheries*.—In view of the national importance of the Fisheries Industry, a standing Conference composed of representatives of the English and Scottish Fishery authorities and the Development Commissioners met periodically at the Ministry of Reconstruction and reviewed the steps that appeared to be called for for the early re-instatement of the industry after the war. The Conference also prepared a report in consultation with the Board of Trade and the Public Works Loan Board making recommendations for the better administration of fishery harbours in receipt of financial assistance from the Government. These proposals are now under the consideration of the Departments concerned. It is regretted that the Irish Fisheries Authorities found themselves unable, owing to pressure of work, to join the Conference. The Reconstruction Committee of the Admiralty has been engaged on the special problems arising out of the demobilisation of fishermen and the release and reconditioning of fishing boats requisitioned by the Admiralty. As an illustration of the magnitude of the problem, it may be mentioned that in Scotland alone 25,000 fishermen joined the Services, and 302 steam trawlers, 838 steam drifters and liners, and 100 motor herring drifters were taken up by the Admiralty. With the assistance of associations of fishermen and manufacturers complete estimates were made of the materials and equipment required for re-instating the industry and creating a reserve; and steps were taken by the Departments to obtain priority for these supplies.

(18) *Legal Questions*.—A variety of legal points necessarily arise in connection with the ordinary work of the Department and its Committees; and upon these the Ministry has had the assistance from time to time of several experienced lawyers. Apart from these current questions, the problems which will arise in relation to the continuance of temporary measures and the initiation of new legislative proposals have received much attention from this Department. It has two aspects:—

(a) *Simplification of Legislative Procedure*.—On the one hand there is a large body of constructive proposals of immediate importance, for which early legislative authority is necessary if any progress is to be made with Reconstruction. The consequent pressure of parliamentary business will be very great; and it was thought that, if possible, some simplification of procedure ought to be obtained, even if only of a temporary nature, which would enable legislation to be got through more expeditiously than can be hoped for under ordinary conditions. The Government, however, decided that the time was not opportune to ask Parliament to make recommendations on this question.

(b) *Emergency Legislation*.—In the second place it became clear at an early stage that the large body of existing legislation of an emergency character passed during the war must be considered and revised by Parliament before its termination. Most of these Acts confer powers upon Government Departments and others, which will lapse at the termination of the war, or soon after; but, although primarily conferred for war purposes, many of these powers must be temporarily continued, in order to provide the necessary control during the transitional period of demobilisation and Reconstruction, when the situation will be almost as abnormal as that of war itself, although different in kind and gradually diminishing in acuteness. Almost as soon as this aspect of the question was raised, it was seen to be complicated by a doubt as to the legal meaning of the 'termination of the war' and many similar phrases which have been largely used, both in Statutes and in private contracts; and in July, 1917, a Committee, presided over by Mr. Justice Atkin, was appointed by the Attorney-General, after consultation with the Minister of Reconstruction, to consider the legal interpretation of the term 'Period of the War.' This Committee made their first Report† on the 12th January, 1918, and afterwards issued three further Reports‡ on the matters referred to them. Meanwhile, efforts to obtain some action by Parliament were not relaxed, and ultimately, the Minister of Reconstruction submitted to the Government the Report of a Conference arranged by him, and presided over by Sir George Cave, which recommended the immediate appointment of a Select Committee of the House of Commons. The result was that, on the motion of the Government, a Select Committee under the chairmanship of Mr. Charles Roberts, was appointed on the 16th July last, 'to take into

\* The original members of the Governing Body are as follows:—(Chairman and representative of the United Kingdom) Sir Richard Redmayne, K.C.B., Dr. Willet G. Miller (Canada), Mr. W. S. Robinson (Commonwealth of Australia), Mr. Thomas Hutchinson Hamer (New Zealand), the Right Hon. W. P. Schreiner, C.M.G. (Union of South Africa), The Right Hon. Lord Morris, K.C.M.G. (Newfoundland), Mr. R. D. Oldham, F.R.S. (India), Mr. J. W. Evans, D.Sc., LL.B. (Colonies and Protectorates), Mr. Westgarth Forster Brown, Professor H. C. H. Carpenter, Dr. Z. H. Hatch, Sir Lionel Phillips, Bart., Mr. Edgar Taylor, Mr. Wallace Thorneycroft (expert representatives).

† Cd. 9100.



consideration the Report of Mr. Justice Atkin's Committee, and matters connected therewith ; and to report what provision should be made by Parliament for defining the meaning of the phrase 'end of the war' and other similar phrases occurring in the War Emergency Statutes, and for extending in whole or in part, or shortening the period of operation of the several Emergency Statutes, and the several regulations made thereunder. On the 5th of August the Committee presented an Interim Report,\* dealing with the first part of the Reference, and stating that they agreed with the view expressed by Mr. Justice Atkin's Committee, that the date of the end of the war, in relation to the powers conferred by Emergency Legislation should be held to be the date when the treaty of peace is finally binding on the respective belligerent parties ; that is, the date when ratifications of the treaty are exchanged or deposited.

Soon after the issue of the Report the Minister of Reconstruction took action upon it, and obtained the authority of the War Cabinet to introduce a Bill to give effect to the recommendations of the Select Committee. Accordingly, a Bill was prepared, and introduced shortly before the prorogation of Parliament, and became law in the Termination of the Present War (Definition) Act, 1918. This Act, indeed, goes beyond the express recommendation of the Select Committee, and enables His Majesty in Council to declare the date of the termination of the present war, not only for the purposes of any provision in any Act of Parliament, Order in Council or Proclamation referring to the present war, but also, except where the context otherwise requires, of any similar provision in any contract, deed or other instrument. The Committee regarded the question of contracts as outside their terms of reference ; but it appeared so desirable to get rid, as far as possible, of all danger of litigation, that the Bill was extended to cover them. There remained for consideration and report, the second part of the Reference to the Select Committee, dealing with the continuance of emergency legislation after the termination of the war.

In order to assist the Committee, the Ministry of Reconstruction prepared a third edition of a Summary of Emergency Legislation, which was originally prepared for the assistance of Mr. Justice Atkin's Committee and of the Departments affected. For the purposes of this edition of the Summary, the views of all the Government Departments with regard to the continuance of the Emergency Acts and Regulations with which they are respectively concerned were collected and summarised ; and, in their Final Report, the Select Committee acknowledged the assistance they received from the Ministry of Reconstruction in this way.

Moreover, in order to enable the Government Departments principally concerned in the continuance of Emergency Acts and Regulations to appear before the Committee with some general policy, which had already received the sanction of the Government, the Ministry of Reconstruction arranged several Conferences between representatives of the Departments, at which a Memorandum was prepared setting out the main lines of their proposals for the continuance of those Regulations under the Defence of the Realm Acts, which they regarded as necessary after the war.

The Select Committee, however, found themselves unable to complete the work, owing to the dissolution of Parliament ; and, on the 18th November, they presented a Second Report† explaining what they had done, and recommending that a new Committee should be appointed immediately on the meeting of the new Parliament to complete their task.

While recommending the appointment of a new Committee in the next Parliament, the Committee recognised that if the ratification of the Peace Treaty were reached at an early date, some extension of Statutes and Regulations might become necessary, but they made no suggestion as to how such extension should be obtained. Having regard to all the circumstances the Minister advised the Government to appoint a Committee, composed principally of representatives of the Government Departments chiefly concerned, with an independent Chairman of Cabinet rank, to make detailed proposals showing exactly what enactments, Regulations and Orders must, in their opinion, be continued in force after the termination of the war, and in each case for how long. This recommendation has been carried out.

(19) *Publications.*—The Ministry have been strongly impressed with the desirability of affording the public clear and accurate information upon certain of the complex economic and social questions coming within the purview of the Department. It has accordingly been arranged to prepare and to make readily accessible to the public (in addition to the published Reports of Committees) a series of pamphlets‡ on the more important problems of Reconstruction. These pamphlets are written by experts in the subjects treated, and the information contained in them is carefully checked in consultation with the Departments concerned. Pamphlets have already been issued upon the aims of Reconstruction, Demobilisation of the Army and of the Navy (with a Guide to work and benefits for soldiers and Civil War Workers), the Re-settlement of Civil War Workers and of Officers, Raw Materials and Employment, New Fields for British Engineering, Housing in England and Wales and Housing in Scotland, and Adult Education.

\* H. C. 108.

† H. C. 141.

‡ A complete list of these pamphlets is given in Appendix III.



### Chapter III.—Work undertaken by the Transitional Economics Branch.

(20) The function of this Branch is to deal generally with the economic questions of supply and control created by the shortage of tonnage, raw materials and capital arising out of the war. It has been clear throughout that the shortage in question might involve some measure of continued control in certain directions, for some period after the termination of hostilities. During the war control, which was vital for purposes of national defence, had, naturally, to be maintained through executive action. It has, however, always been the aim of the Ministry that once the period of danger was passed, such control as might still prove necessary for purposes of Reconstruction should pass, so far as possible, into the hands of the industries affected. It was felt that on the cessation of a state of war, specific controls incident to that state should, so far as possible, be relaxed; and where continuance of such controls was desirable in the public interest, the proportion of the official and commercial elements in the machinery of control should be re-adjusted to meet the changed requirements of Reconstruction.

A considerable amount of correspondence and inter-departmental negotiation has been undertaken in this Branch on such matters as the control of shipping, the rationing of industries, the supply and control of raw materials, or materials necessary for specific trades or of urgent importance for Reconstruction purposes (*e.g.* in the building trade), and any necessary provisions for financial control, or special facilities to meet Reconstruction requirements in commercial, agricultural or administrative fields. The following examples may be cited of special aspects of such questions to which the Ministry has devoted particular attention :—

#### SUPPLY AND CONTROL OF MATERIALS.

(21) *Central Committee upon Raw Materials.*—At an early stage in the work of the Ministry it was recognised that the question of investigating the probable position with regard to the nature and amount of raw materials available during the post-war period was of primary importance. It was decided by the Government that the duty of regulating the distribution of raw materials in the post-war period and of making recommendations in this connection should be in charge of the Minister of Reconstruction acting in co-operation with other Departments, and thereupon a Central Committee upon Raw Materials, under the Chairmanship of Sir Clarendon Hyde, was immediately appointed to survey the ground. When it appeared that the work entrusted to this Committee could be better effected by considering the different materials sectionally, the services of individual members of the Committee were enlisted for the purpose of creating sub-committees of experts to deal with the various materials or groups of materials separately. The general terms of reference given to this Committee and its Sub-Committees were as follows :—

(1) To consider and report upon :—

“The nature and amount of the supplies of materials and foodstuffs which, in their opinion, will be required by the United Kingdom during the period which will elapse between the termination of the war and the restoration of a normal condition of trade, and the steps which should be taken to procure these supplies, having regard to :—

(a) “The probable requirements of India, the Dominions and Crown Colonies for such supplies at the close of hostilities.

(b) “The probable requirements of belligerents and neutrals for such supplies at the close of hostilities.

(c) “The sources from which, and the conditions under which, such supplies can be obtained and transported, and in particular, the extent to which they might be obtained through the United Kingdom or within the Empire, or from Allied or Neutral countries.”

(2) To consider also whether any measure of control will require to be exercised, and the extent and character of such control.”

The following main groups of materials were thus brought under review :—

(a) *Non-ferrous Materials* (Aluminium, Antimony, Copper, Lead, Nickel, Spelter, Zinc and Tin).

Each of these materials was dealt with by separate groups of experts, all under the Chairmanship of Mr. C. L. Budd.

(b) *Ferro-Alloys* (Tungsten, Molybdenum, Chromium, Vanadium, &c.).

These metals were dealt with by a single Sub-Committee (appointed on the nomination of all the Ferro-Alloy manufacturers), under the Chairmanship of Mr. F. W. Harbord.

While in view of the many uncertain conditions it was difficult for these sub-committees to arrive at figures for the probable post-war consumption of materials, they furnished information and suggestions of great value in a variety of directions. Among other proposals, they recommended that a Central Non-Ferrous Metals Committee (composed mainly of traders) and a Trade Committee of Ferro-Alloy manufacturers, should be set up to deal with these materials during the transitional period. This recommendation was acted upon and the Committees have been appointed to work in close connexion with the Post-War Priority Standing Council referred to above.

(c) *Iron and Steel.*—The Ministry of Munitions, whose activities during the war had necessarily given it an unique knowledge of the Iron and Steel position, prepared, at Dr. Addison's request, and presented through its Council Committee on Demobilisation and Reconstruction, a



most valuable Report on post-war Iron and Steel requirements. This report was submitted to the large and representative Committee of the Iron and Steel trade referred to under Trade Organisation above. The Standing Priority Council was therefore supplied with a complete and accurate picture of the requirements and demands in these most essential materials.

(d) *Leather*.—A Trade Committee, formed with the assistance of the War Office, undertook to prepare a Report on the probable position with regard to Hides and Skins after the war, and a Leather Council was formed representative of the existing controls, and all branches of industry using leather in any form as a base material.

(e) *Wool*.—In the case of the Woollen and Worsted Industry, it was felt that the Wool Council, which was composed of representatives of the war control bodies and of all branches of the Industry, would be in a position to furnish every assistance with regard to the supply and allocation of raw materials in the post-war period.

(f) *Cotton*.—Similarly, the Cotton Control Board, with certain additions, had agreed to sit as an Interim Industrial Reconstruction Committee for the Cotton Industry, and was clearly the most competent body for dealing with these questions during the Reconstruction period.

The Ministry also had the benefit of Sir Henry Birchenough's assistance in a special advisory capacity with regard to textiles generally.

(g) *Timber*.—The Ministry had the benefit of the expert advice of Professor E. P. Stebbing, who furnished a very valuable memorandum on future timber supplies. In view of the large number of industries using timber as a raw material, the plan adopted has been to bring the Industrial Organisations concerned into touch with the Timber Controller, who has taken all possible steps to reduce the probable shortage.

(h) *Building Materials*.—The position of the Building Industry after the war, especially with regard to materials, presented a special problem, and a most exhaustive enquiry was made by an expert Committee, under the Chairmanship of Mr. James Carmichael. Their terms of reference were as follows :—

(1) "To inquire into the extent of the probable demands for building materials for all purposes which will arise in this country during the transition period, and the extent of the available supply and form of such material."

(2) "To inquire how far the quantities of material now available are capable of increase, what are the difficulties in increasing them, and how these difficulties can be removed; and to report to what extent an increase in production will affect the price of materials."

(3) "In the event of the supply of material or labour being insufficient to fulfil the total building demand, to consider the principles and methods by which the priority of various claims should be settled; and to report what steps are necessary to ensure that the manufacture of the material, so far as it is at present inadequate, shall be extended in time to secure sufficient quantities for use when required on the cessation of hostilities, and to recommend what steps should be taken during the war to facilitate a prompt commencement of building work at that time."

(4) "Generally to consider and report upon any conditions affecting the Building Trade which tend to cause unduly high prices, and to make recommendations in regard to any measure of control which it may be desirable to exercise over the purchase, production, transport or distribution of material."

(i) *Raw Materials and Shipping*.—Apart from the steps indicated above, the Ministry has kept in close touch with the Ministry of Shipping in view of the essential and possibly vital, connection of shipping with the problem of raw materials. When it appeared that a forecast of the position after the cessation of hostilities was practicable, a programme of imports for the principal materials was prepared, designed to provide for any deficiencies of stores necessary for industries during peace, with special regard to those needed to provide early and widespread employment. After conferences between the Ministry of Reconstruction, the Ministry of Shipping, and the principal supply Departments, this programme was put into operation immediately following the signing of the armistice.

(j) *International and Imperial Aspects of the Raw Materials Problem*.—It was manifest, however, that the problem of securing and handling supplies of raw material for meeting the needs of the United Kingdom required, in certain aspects, the co-operation not only of the Dominion Governments, but also those of our Allies.

In this connection very valuable work was done by the Committee upon Trade Relations within the Empire, under Mr. Walter Long, which prepared careful memoranda upon those materials in which the Empire is primarily interested. These Memoranda, as distinguished from the Reports of the Ministry of Reconstruction Committees, dealt with the Imperial, not the domestic aspects of the problem. Upon the basis of these, the Imperial War Conference drew up a Report, now under the consideration of the Dominions Governments, embodying in the case of each material treated a statement of the problem as it affects the Dominions. A Committee of Ministers (the "Raw Materials Committee") was thereupon formed to take such administrative action as was required upon a number of important inter-imperial and inter-ally questions arising out of the acquisition and distribution of materials throughout the world.

The functions of this Committee are clearly distinguishable from those of the Post-War Priorities Committee, which is concerned with questions not of supply, but of domestic allocation.



# ALLOCATION OF RAW MATERIALS AFTER THE WAR.

(22) *Post-War Priority*.—One of the most important duties which fell to this Ministry was to arrange, in concert with the Executive Departments, that the raw materials of Manufacture available at the end of the war would be distributed in such a way as to ensure that they were placed where they were most needed and could be economically used for the re-establishment of the industries upon which the wealth of the country primarily depends. The investigations made into the raw materials position are dealt with in detail above, and concurrently with these the Minister called upon a Section of his Advisory Council to consider the following reference :—

“ Upon the assumption that there will be a shortage of certain raw materials after the war, and that it is desirable that trade organisations should be used as far as possible for the administration of any regulations which may be necessary, the Council is asked to advise upon the following points :—

(1) On what principles the State should proceed in determining the allocation of materials, power and transport facilities among the several industries ;

(2) The purposes to which such allocation should be directed during the transitional period ;

(3) What form of Central Machinery would be most appropriate to control the allocation.”

This Section of the Council furnished a valuable Report,\* upon the basis of which recommendations were submitted to and accepted by the War Cabinet.

Acting on the principle which has guided this Ministry throughout, a method was sought by which, if it was necessary to continue control in any form, the responsibility for the exercise of such control might be thrown upon the industries themselves.

It was recognised, however, that there were in existence bodies exercising the functions of control and allocation which had acquired valuable experience during the war, and the Council endeavoured to discover how far these organisations could be adapted to the requirements, and made representative of, civil industries. The Council recommended that the existing organisations with all the necessary re-adjustments should be used where possible in preference to the establishment of new machinery.

Following the general lines of the Council's report, the Government decided to establish forthwith a Post-War Priority Committee consisting of Ministers and a Standing Council, parallel to the then existing War Priorities Committee of the Cabinet and the Permanent Sub-Committee under it. The Ministerial Committee was to determine the broad lines of policy with regard to priority, and the Standing Council was to be responsible for consultation with, and securing the advice of, representative trade bodies, and for furnishing the Cabinet Committee with considered counsel and assistance in the detailed execution of the policy decided upon. The Council was composed of representatives of Industry, Commerce and Labour with the addition of representatives of certain Government Departments directly concerned, and great care was taken to ensure that the persons selected had the full confidence of the business and industrial communities whose interests they represented. For the purpose of ensuring the operations of the general principle referred to above, an instruction was issued by the War Cabinet that on and after the declaration of an armistice with Germany the Central Control of all relevant departmental controls, with the exception of that exercised by the Ministry of Food, would devolve upon the Post-War Priority Cabinet Committee and its accredited representatives, and the Departments would continue the executive exercise of control, subject to and in accordance with, the directions of the Post-War Priority Committee.

One of the tasks entrusted to the Standing Council on its inception, towards the end of October last, was :—

“ To survey the existing machinery of . . . allocation and control of materials, and see . . . what modifications are desirable, and to what extent Government controls may be devolved upon organisations of the Trades themselves.”

On the sudden cessation of hostilities the Council gave directions through the Departments concerned that the various Control Boards, etc., should continue to operate for the time being, but should deal as sympathetically as the circumstances permitted with individual applications for materials, machinery, etc., for post-war work. It proved possible to remove control or to relax it substantially in the case of many commodities, including iron and steel, certain non-ferrous metals, flax, paper, timber, machine tools and motor engines. In the case of those commodities in which control continued every effort was made to deal with the problem of supply on a broad basis, and the more important “Controls” were instructed to get into touch with Trade Bodies representative of each industry which absorbed a substantial proportion of the materials, etc., controlled by that organisation, with a view to ascertaining whether the needs of each Trade were being supplied so far as the available materials permitted. This plan had already been followed by several Control Boards with satisfactory results, and it was anticipated that its general adoption would eliminate to a large degree many of the difficulties by which industries were confronted so long as any form of control continued. The Council also took steps to secure the modification of the Priority System. Outstanding certificates issued in respect of war work were cancelled at the beginning of December and arrangements were made for the early suspension of the system as a whole.

(23) *Post-War Finance*.—Large questions of post-war finance, involving, as they do, many intricate problems, such as the manner in which the Currency note issue should be dealt with, problems in

\* Not published.



connexion with the restoration and maintenance of Foreign Exchanges, and the provision of Financial Facilities for the reconstitution of Trade and Industry, could only be dealt with by bodies of experts: Two Committees were accordingly formed, in consultation with the Treasury, for the purpose of examining these questions. (1) The Committee on Currency and Foreign Exchanges, under the Chairmanship of Lord Cunliffe, and (2) the Committee on Financial Facilities, under the Chairmanship of Sir Richard Vassar-Smith. Both Committees have issued reports, the former on Currency, leaving the question of Foreign Exchanges to be dealt with in a future report, and the latter upon the general question of credit facilities. The outstanding feature of these reports, which are both unanimous, is that both Committees point out very clearly the dangers arising out of the present inflation of credit, and both of them urge the restoration of an effective Gold Standard, in order to impose an effective and automatic check upon credit expansion, which has now reached a dangerous point. The Reports of both these Committees have been published.\* Another important question, which more intimately concerns manufacturers, is the question of prices of raw material, now at an abnormal height. What is to be the future course of these prices? If there should be a sudden fall, how are manufacturers to guard against losses, possibly ruinous losses? Questions such as these are bound up with questions of currency and credit expansion, and moreover are intimately connected with problems relating to taxation and depreciation allowances, and more particularly to the effect upon industry generally of the Excess Profits Duty. Here again it was thought best to form a Committee of the Council, under the Chairmanship of Hon. Herbert Gibbs, to examine the whole problem.

After consultation with the Treasury and the Board of Trade, the Committee on Financial Risks attaching to the holding of Trading Stocks, was appointed under the Chairmanship of Mr. F. C. Harrison and representatives of the Board of Trade and the Inland Revenue were also added. This Committee has now issued its Report,† and judging by the number of witnesses who have appeared before it, it is clear that the problem with which it has to deal is one which the manufacturers regard as of the first importance and of great urgency.

#### Chapter IV.—Work undertaken by the Commerce and Production Branch.

(24) This Branch deals with questions of production and improved commercial organisation to secure increased production under the conditions likely to arise (so far as can be foreseen) during the transitional period. Questions of internal transport, power and storage, as essential elements in the problem of extended and cheapened production, are also dealt with in this Branch. It will be realised that the ultimate solution of such problems generally, and in many cases the initiation of any practical action in connexion therewith, must depend upon conditions that will not fully declare themselves, or upon decisions of large questions of policy which cannot be reached, pending the conclusion of peace. Conferences have been held with other departments, and memoranda have been prepared, on such questions as Overseas Orders, Import of Meat Supplies, Utilization of National Factories, Post-War Requirements of Industry, Research in relation to Industry, and the like.

(25) A considerable proportion of the time of the officials of this Branch has been occupied in dealing with personal and written applications from commercial men for advice on schemes for developing their business after the War, or information as to the appropriate Department or authority to deal with specific points of difficulty encountered in the course of their business. It seems impracticable, under the present changing conditions from day to day of the activities of the various Government Departments, and the relaxation, or the reverse, of various official restrictions to compile any comprehensive guide to Government Departments for the use of commercial men, though an attempt has been made to collate such information upon certain matters in the series of pamphlets‡ and leaflets issued by the Ministry of Reconstruction.

#### COMMERCIAL ORGANISATION.

(26) *Action on the Balfour of Burleigh Reports.*§—The important Committee (appointed by Mr. Asquith in July, 1916), under Lord Balfour of Burleigh, upon Commercial and Industrial Policy after the War, reported in February, 1918. Action upon many of their recommendations involved large questions of policy, or fell wholly within the sphere of existing Executive Departments. But, in certain cases, it has been found possible to develop their proposals further in a practical manner upon the initiative of the Commercial Branch of the Ministry of Reconstruction, *e.g.*,

(a) *Trade Associations and Combinations.*—A Committee (originally under the Chairmanship of Mr. Edward Shortt, K.C., M.P., and subsequently of Mr. C. A. McCurdy, M.P.) was appointed by the Minister of Reconstruction in 1918 “to consider and report “what action, if any, may be necessary to safeguard the public interest, in view of “the probable extension of Trade organisations and combinations.” This Committee has prepared a draft Report, which is now under consideration by the members.

(b) *Essential Industries Board.*—A Sub-Committee of Section II of the Advisory Council was appointed “to advise as to the nature and constitution of the Board suggested “(in the Interim Report|| on Essential Industries of Lord Balfour of Burleigh’s

\* First (Interim) Report of the Committee on Currency and Foreign Exchange. (Cd. 9182).

Report of the Committee on Financial Facilities. (Cd. 9227).

† Cd. 9224.

‡ See Appendix III.

§ Final Report Cd. 9035.

|| Cd. 9032.



“Committee) or of other machinery for dealing with the industries in question, together with suggestions for directions, if any, arising out of the recommendations of the Report which might be given to the Board on its establishment.”

The confidential Report of the Sub-Committee was received on the 8th July, 1918; and, following further departmental consideration of the matter, modified proposals were submitted to the Government for establishing an Essential Industries Board.

(c) *Anti-Dumping Legislation*.—A reference was given to Section II of the Advisory Council on 20th June, 1918, in the following terms:—“To consider the recommendations of Lord Balfour of Burleigh’s Committee that legislative action should be taken for the prevention of dumping, and to advise as to the precise character of such legislation.”

The Report\* of Section II on this reference was received on the 17th October, 1918, and proposals on this subject have been submitted to the Government.

(d) *Protection to Producers against Importation of Sweated Goods*.—A further reference to Section II of the Advisory Council was given on 20th June, 1918, “to consider what steps, if any, should be taken to give effect to the view of Lord Balfour of Burleigh’s Committee that the producers of this country are entitled to be protected in their home market against the introduction of sweated goods.” The Report of the Section upon this reference is expected shortly.

(27) *Company Law (Amendment) Committee*.—A Committee was appointed by the Board of Trade on the 27th February, 1918, under the Chairmanship of Lord Wrenbury, “to enquire what amendments are expedient in the Companies Acts, 1908 to 1917, particularly having regard to circumstances arising out of the war and of the developments likely to arise on its conclusion, and to report to the Board of Trade and to the Ministry of Reconstruction.” The Committee reported† on the 15th July, 1918, and its recommendations are now under the consideration of the Government.

(28) *Establishment of New Industries after the War*.—Special attention has been devoted to the problem in connexion with the case of the Engineering Trades which have been largely dislocated by the War. Following a general recommendation by a Committee on the Engineering Trade (under the Chairmanship of Sir Clarendon Hyde) the Minister of Reconstruction appointed a Committee of experts (under the Chairmanship of the Hon. H. D. McLaren, M.P.) known as the Engineering Trades (New Industries) Committee. The Committee were instructed “to compile a list of articles suitable for manufacture by those with engineering trade experience or plant, which were either not made in the United Kingdom before the War, or were made in small and insufficient quantities, and for which there is likely to be a considerable demand after the War.” The Committee were further to classify such articles as were capable of being made by (1) women, (2) men and women, and (3) skilled men; and to set out the industries to which such new manufactures could suitably be attached; and to make recommendations (a) on the establishment and development of such industries by the transfer of labour, machines and otherwise; (b) as to how such a transfer could be made, and what organisation would be required for that purpose, with due regard to securing the co-operation of Labour. The Committee has had the advantage, from the outset, of working with the assistance of a Labour Advisory panel; and after drawing up a provisional list of articles in common demand (which were either not made in the United Kingdom before the war, or were made in insufficient quantities), they divided the list into 15 sections, and set up Branch Committees (each under the presidency of a member of the Main Committee) to deal with each Section, viz. (1) Wire Machinery, (2) Printing Machinery, (3) Printers’ General Machinery, (4) Paper-making Machinery, (5) Leather Manufacturing Machinery, (6) Textile Machinery, (7) Light Section Rolling and Drawing, (8) Agricultural Machinery, (9) Aircraft, (10) Hollow-ware and Pressed Work, (11) Electrical Apparatus, (12) Scientific Apparatus, (13) Miscellaneous Machinery, (14) Machine Tools, (15) Motor Industry.

It may be noted that, apart from ordinary arrangements for collecting information and co-ordinating the work of these Branch Committees, the Commercial Branch of the Ministry of Reconstruction has been instrumental in obtaining priority certificates for materials necessary for experiments. For example, sufficient materials have been obtained for every firm in the motor industry to make two examples of all their post-war models, with 20,000 gallons of petrol for the testing of such models; and materials have similarly been obtained for experimental models of various kinds of new textile machines, suction gas plant and other engineering products. Firms making preparations for post-war industries have further been assisted to obtain facilities in connexion with shipping, passports, import restrictions, and other matters.

All the Branch Committees have now reported, and the Report‡ of the Main Committee based on them has been published.

(29) *Development of Power for Commercial Purposes*.—(a) As regards the development of Electric Power in the United Kingdom, the Reports of various Committees on the subject (e.g., the Committee on Electric Power Supply§, presided over by Sir Archibald Williamson, the Report of the Board of Trade Committee on the Electrical Trades||, and the Interim Report of the Sub-Committee on Electric Power Supply of the Coal Conservation Committee)¶ have been considered in the Ministry, and the Committee of Council Chairmen submitted a valuable Report\* on the whole question.

\* Not published.

† Cd. 9138.

‡ Cd. 9226.

§ Cd. 9062.

|| Cd. 9072.

¶ Cd. 9084 contains all the Reports of the Coal Conservation Committee.



(b) *Water Power*.—A Committee was appointed by the President of the Board of Trade, jointly with the Minister of Reconstruction, in June, 1918, “to examine and report upon the Water Power Resources of the United Kingdom and the extent to which they can be made available for industrial purposes.” The Commercial Branch of the Ministry has been co-operating actively with the work of this Committee. A Report from the Committee is expected early in the New Year, collating the results of special reports by expert engineers on the available water power in the United Kingdom. Arrangements have been made for certain matters relative to property questions and riparian rights (over which the Committee apprehend difficulties as regards future development of water power) to be taken up at once by a special Sub-Committee of the Land Acquisition Committee.

(30) *Coal Conservation and Mining Questions*.—Various proposals in regard to the development of the Mining Resources of the United Kingdom have been considered in this Branch, and a sum of £15,000 was authorised by the Cabinet for expenditure by the Ministry of Reconstruction in connexion with experimental borings for coal in the neighbourhood of Lough Neagh in Ireland. The experiments were commenced in December, 1918, through the medium of an expert staff under the supervision of Sir Lionel Phillips, of the Ministry of Munitions, and are proceeding.

The Coal Conservation Committee (under Lord Haldane) presented their Final Report\* on the 23rd January, 1918, submitting the completed reports of the several Sub-Committees. The Carbonisation and Metallurgical Sub-Committees approached the Department of Scientific and Industrial Research; and, as a result of negotiations, the Fuel Research Board was established. The Report of the Power Generation Sub-Committee has been dealt with as indicated above in connexion with the general question of electric power supply. The Reports of the Geological and Mining Sub-Committees are receiving attention. The Chairman (Sir Adam Nimmo) and two expert representatives of the latter Sub-Committee have been appointed to a Sub-Committee of the Land Acquisition Committee, whose reference is as follows:—

“To consider and report:—

“1. Whether, and if so, to what extent, the general principles appropriate to the Acquisition and Valuation of land for public purposes should be applicable to the special case of mines and minerals.

“2. What action is desirable to meet the difficulty of obtaining on reasonable terms:—

“ (a) Wayleaves both above and below ground.

“ (b) Surface Rights.

“ when such Wayleaves or Surface Rights are required for the erection or extension of plant or premises in connexion with the development of the nation's mineral resources.

“3. Generally, whether any, and if so, what, action is desirable to limit or extinguish the loss to the nation occasioned by leaving valuable products in mines for the purpose of supporting the surface or as barriers, or by being landlocked, or by restricting covenants or otherwise.

“4. What changes are advisable in the law in connexion with questions of support.”

The report of the Sub-Committee has been awaiting the result of negotiations between representatives of the Coal-owning and Railway interests initiated by the Sub-Committee in connexion with the Howley Park decision, and it is hoped that it will be presented early in the New Year.

(31) *Internal Transport*.—Investigations which had been begun at the time of the creation of the Ministry on various aspects of the general question of internal transport reached, early in the year 1918, a stage at which it became clear in what directions further action was desirable. Comprehensive memoranda were prepared upon such questions as the position in regard to Canals, etc., the Development of Light Railways and Tramways (particularly as regards Light Railways of less than the normal gauge as a means for increasing transport facilities in rural areas), the restoration of roads, and the franchise or use of roads for motor vehicles. A Report† was also obtained from Section I of the Advisory Council on the subject of standardisation of Railway Equipment. The Minister accordingly asked the Chairmen of the Advisory Council to report upon the best method of approaching the question of the development of transport facilities as a whole in the United Kingdom, and ensuring that the most suitable form of transport in each particular case had a fair chance of development. The Chairmen submitted in May a confidential report, stating the general problem relative to transport co-ordination, and recommending that a strong Committee should be appointed to advise whether, and to what extent, it might be practicable to set up a Central Machinery for the co-ordination of the various services; and, in particular, to report what further steps should be taken to deal with the problem in relation to the case of roads and rural areas. It was subsequently agreed that the whole question should be dealt with in the first instance by the Select Committee on Transport set up by the House of Commons in July. The information collected in the Commercial Branch of the Ministry was placed at the disposal of the Select Committee, and liaison officers have since been keeping touch between the work of the Committee and of this Branch.

(32) *Storage Question. Storage and Transit Committee*.—The difficulties of storage in relation to Transport that must arise on the termination of hostilities engaged the attention of the Ministry at an early date. The problem lies in the fact that, on the cessation of the flow of War Stores, etc., through the commercial warehouses and docks to the war zones, provision must be made for a return flow of demobilised stores and goods required for peace consumption at a time when storage facilities

\* Cd. 9084.

† Cd. 9193.



will be urgently required for the re-establishment of ordinary import and export trade. An inter-Departmental Committee, termed the Storage and Transit Committee, was appointed by the Minister of Reconstruction in June, 1918, under the Chairmanship of Sir Charles Metcalfe, and including representatives of all Government Departments occupying storage at ports and elsewhere. The Committee's work has mainly lain in making arrangements, through the Departments concerned, for the evacuation of commercial storage at the ports and on the railways which have been occupied during the War by War traffic. These arrangements have been based upon returns of the commercial storage occupied, which have been made by the Port Authorities and the Railway Companies, and upon the desired order of priority of release which these returns indicate. One of the most valuable parts of the Committee's work has been the provision for the accommodation of Ordnance and other stores, which are now in France, or occupying commercial storage in this country, in three of the largest National Factories at Chilwell, Aintree and Georgetown, which will become permanent Ordnance Depots for the Army Commands in which they are respectively situated. The transfer of these factories has been agreed to by the Ministry of Munitions, and is now proceeding.

The Storage and Transit Committee have now been given executive powers for the allocation of available surplus storage between Departments requiring it, for which purpose they report to the Board of Trade, as an executive Department. They still, however, remain in being as a Committee of the Ministry of Reconstruction, for the purpose of reporting on any general problems arising in this connexion, upon which further advice or concrete plans have not been fully prepared.

(33) *Disposal of War Stores.*—Suitable arrangements for dealing with the problem of disposal of the large quantities of surplus War Stores left in the hands of the various Government Departments at the end of the War have engaged the earnest attention of the Ministry from its inception. The Government decided, shortly before the Ministry was constituted, that there should be a single authority to dispose of all Government Stores at the end of the War; and the Minister of Reconstruction appointed in September, 1917, a "Surplus Government Property Advisory Council," including prominent men of affairs, Labour representatives, and officials of the Departments chiefly concerned (under the Chairmanship of Lord Salisbury) with the following reference:—

"To expedite the preparation of any necessary inventories of property and goods of all descriptions held by Government Departments, and to consider and advise upon the disposal, or alternative forms of use of any property or goods which have, or may become, on the termination of the War surplus to the requirements of any Department for the purposes of that Department."

The question of a suitable organisation for the actual disposal of such surplus stores was also considered in consultation with the Ministry of Munitions and other departments concerned, and, on the 4th March, 1918, the functions of the Surplus Government Property Advisory Council and of a Surplus Government Property Disposal Board were defined by Order in Council. To the Advisory Council were to be reported all stores and Government property (except Shipping and Government Factories) being property acquired for the purposes of the Departments controlling it, in order that the Council might, subject to the direction of the Minister of Reconstruction, consider and advise as to the manner in which such property should be dealt with, whether by the transfer thereof to some other Department, or by the sale or disposal thereof to Public authorities or other persons. The Surplus Government Property Disposal Board were established for the purpose of carrying into effect the recommendations of the Surplus Government Property Advisory Council as to the disposal (on behalf of and in consultation with the respective Government Departments having control thereof) of any such property as might be notified to them for disposal, with power on the part of the Board to enter into negotiations and conclude contracts for the purpose. The Chairman of the Disposal Board was Sir Howard Frank (Vice-Chairman of the Advisory Council), with whom were associated representatives of the Departments concerned, and certain distinguished business men.

The Advisory Council, from the date of their original appointment, had been active in making arrangements for the preparation of inventories of surplus stores. Although, for obvious reasons, it was impossible to collect any substantially complete information on the subject, pending the termination of hostilities, they succeeded in drawing up preliminary lists of the different categories of property for disposal, and these were circulated, shortly after the constitution of the Disposal Board by the Order in Council, to all the Public Authorities (Government Departments, Local Authorities and Overseas Governments and Dependencies), to whose demands the Council were directed to give primary attention, with a view to public requirements having a first claim upon the available stores, under the terms of the Order in Council. Special attention was given to arrangements for disposal of Army Horses and Mules, Motor Vehicles and Agricultural Stores in connexion with Reconstruction requirements, and to testing the openings for general disposal of stores in France and in Eastern markets. Specific recommendations were made for the sale of property actually reported for disposal to an estimated value of half a million sterling; and the Disposal Board effected large sales in different parts of the country.

It was found, however, that the constitution of the Disposal Authority did not facilitate rapid action or the maintenance of smooth relations with the Departments concerned.

The Minister suggested that the difficulty might be met by the constitution of an independent statutory Commission, reporting directly to the Treasury; but it was ultimately decided that the



whole of the responsibility for the disposal of Stores should be transferred to the new Ministry of Supply operating through a nucleus of staff obtained from the Departments of the Ministry of Munitions, which had special experience in dealing with such matters.

(34) *Disposal of Government Factories.*—The disposal of Government factories did not, in accordance with the decision of the War Cabinet, fall within the jurisdiction of Lord Salisbury's Advisory Council on the Disposal of Surplus Government Property. It was subsequently decided, in accordance with proposals submitted by the Minister of Reconstruction, that these properties should be disposed of through the ordinary departmental machinery of the Ministry of Munitions, with the sanction of the Treasury and the concurrence of the Minister of Reconstruction. Under certain general principles factories were divided into the following four categories :—

- A. Factories which it might prove necessary to retain permanently as munition factories, or for other public purposes, either wholly or in part.
- B. Factories suitable for eventual disposal or use as industrial concerns.
- C. Establishments not suitable for industrial purposes but which would probably be required during the transition period as stores or magazines, or for breaking down ammunition.
- D. Factories and establishments which would revert to their original owners and to their pre-war uses on the cessation of hostilities or soon after.

Concrete proposals were put before the War Cabinet for the utilisation of the various classes of factories enumerated above.

## Chapter V.—Work undertaken by the Labour and Industrial Branch.

(35) This Branch is concerned with all questions concerning labour and industrial organisation during the transition period from war to peace and in the subsequent reconstruction period. It was clear from the outset that the problems of the transition were different in character from those of the more normal situation which would probably prevail after demobilisation was complete. A preliminary division therefore was made in the subjects to be dealt with ; and measures for resettlement were distinguished as far as possible from the permanent policy regarding labour when industry had completely returned to its peace organisation.

The first problem which was considered was that of the demobilisation of the Army and the reinstatement of members of the Forces in civil life. The second problem concerned the resettlement of the civilian war workers. Both these questions involved the preparation of a forecast of the probable industrial situation at the end of the war and the framing of a policy for immediate application as soon as hostilities ceased. The third problem related to the establishment of new industrial standards and conditions of employment as an integral part of a national policy directed towards the fullest utilisation of the experience of the War and the eradication of the industrial evils and defects of the past.

The enquiries and reports of the committees on the Demobilisation of the Army, the Relations between Employers and Employed, Civil War Workers, Women's Employment, and Adult Education, come within the scope of the Branch and the investigations of these Committees were in many cases continued and extended in certain directions and further official reports prepared.

Section III of the Minister's Advisory Council was in close connection with the work of the Branch. The experience of industry possessed by the members of this Section was of great value, especially with regard to the organisation of the relations of employers and employed. By agreement with the Ministry of Labour the following reference was made to Section III :—

“ To consider and advise on the practical application of the proposals of the Whitley Reports to (a) Engineering, and (b) Railways, and further, how, in the event of agreements on wages and general conditions being arrived at affecting an industry, such agreements should be made operative over the whole industry.”

Three separate Reports\* on these three points were presented to the Minister of Reconstruction, and the advice of the Section was made the basis of departmental action.

A further reference was made to the Section with regard to the employment of disabled men in industry in the following terms :—

“ To consider and advise what action, if any, should be taken by the State with a view to preventing (a) an abnormal amount of unemployment amongst partially disabled ex-soldiers, (b) the possible depreciation of the standard rate by the employment in industry of men with pensions, and (c) the underpayment of partially disabled men who are unable to earn the standard rate.”

A Sub-Committee of Section III dealt with the following reference :—

“ To consider and advise whether any legislative action should be taken to restrict the hours of labour of children and young persons in those occupations now unregulated by law, and to advise whether further restrictions under existing laws are desirable.”

The abnormal position of juvenile workers arising out of developments during the War was made the subject of a detailed investigation, to which reference is made below (par. 49).

\* Not published.



# DEMOBILISATION OF THE FORCES.

(36) The Demobilisation of the Army was investigated by a Sub-Committee of the Reconstruction Committee under the Chairmanship of Mr. Montagu, which began its labours in the summer of 1916. This Sub-Committee eventually became a Committee of the Ministry. The general lines of the policy for demobilisation were exhaustively discussed, and it was eventually arranged that the order of discharge should depend upon the needs of industry at the time the war ended, due regard being had to the claims of long service men and married men to early release.

The Committee on the Demobilisation of the Army left to the War Office, the Admiralty, and the Ministry of Labour the preparation of the details of a plan for demobilisation. The War Office appointed a Demobilisation Committee, under the Chairmanship of Sir R. Brade, who was also Chairman of the Officers' Resettlement Sub-Committee of Mr. Montagu's Committee. The plans made by the War Office, the Admiralty, and later by the Air Ministry, were considered by a Demobilisation Co-ordination Committee of the Departments concerned, which included the Ministry of Labour and the Ministry of Reconstruction. The War Office, and especially its Mobilisation Directorate, was chiefly responsible for the forwarding of the military preparations; and Sir R. Brade acted as Chairman to the Co-ordination Committee. The working out of the order of release according to industrial needs was undertaken by the Ministry of Labour, and the Labour Resettlement Committee set up to assist that Department.\*

At the cessation of hostilities a Committee of the War Cabinet, under the Chairmanship of General Smuts, was appointed to supervise and control the policy of demobilisation and resettlement. Subsequently, Sir E. Geddes was appointed to co-ordinate the work of the Departments engaged on demobilisation.

Apart from the questions which were completely within the sphere of the War Office, the Admiralty and the Air Ministry, there were a number of problems which also concerned other Departments, *e.g.*, the order of release, out-of-work donation, land settlement for soldiers and sailors, apprenticeships interrupted by war service, and the future of officers in civil life. On these matters the Ministry co-operated closely with the various Executive Departments concerned.

(37) *Priority of Demobilisation.*—The order of release which was decided upon involved a review of the conditions likely to prevail in the industries of the country. The first essential was obviously to secure the return of those whose services were necessary before demobilisation could begin. The second was to arrange the early demobilisation of those officers and men on whose work the employment of others depended. It was arranged that these "pivotal" men should be released before the commencement of general demobilisation. The order of priority to be adopted after the beginning of general demobilisation was carefully considered by the Departments concerned and arrangements were made for the release of "slip" men for whom employment was waiting before men with no definite offer of work. Special regard was paid to the claims of long service and married men.

(38) *Out-of-Work Donation for Ex-Service Men.*—The Demobilisation of the Army Committee recommended the adoption of a scheme of out-of-work donation. After enquiry this scheme was extended to cover mobile members of Women's Corps enrolled under one of the fighting services for the period of the War. The rate of donation proposed by the Committee was reviewed in the light of the subsequent rise in the cost of living and the scheme was co-ordinated with the scheme of out-of-work donation for civil workers referred to below.

(39) *Settlement of Ex-Service Men on the Land.*—In conjunction with the Board of Agriculture, a policy was prepared in regard to the settlement of ex-service men on the land. This is dealt with more fully in a further section (par. 68).

(40) *Interrupted Apprenticeships.*—A full investigation was made by the Ministry of Reconstruction into the various conditions affecting the problem of apprenticeships interrupted by War service. Representative employers and trade unionists in the skilled trades were consulted, and on the basis of these enquiries a scheme was framed in consultation with the Ministry of Labour providing that the apprentice, after demobilisation, should receive encouragement to resume his apprenticeship by shortening the unexpired period, providing intensive training, and by payment of wages commensurate with the age of the returned apprentice. It was recognised that employers would be unwilling to pay wages higher than was justified by the stage of training reached by apprentices before enlistment, and that the returned apprentices would be unwilling to accept the ordinary apprentice rates. The policy adopted, though elastic in character in order to meet the varying circumstances of different trades, accepts the principle of the payment by the State of at least part of the difference between the wage the apprentice would have received in view of the fact that he was only partially trained and a wage comparable to what he could obtain in other forms of employment.

\* A List of Committees dealing with Demobilisation was given in Cd. 8916.



(41) *Officers' Resettlement*.—The resettlement of officers was considered by a Sub-Committee of Mr. Montagu's Committee and their recommendations were supported by the Minister of Reconstruction. Later the Officers' University and Technical Training Committee was set up and the Ministry of Labour appointed an Advisory Committee on officers' resettlement. The Appointments Department was opened in order to assist the reinstatement of officers in civil life. The schemes for the resettlement of Officers in civil life will be found in pamphlet No. 12, issued by the Ministry of Reconstruction. (see App. III.).

(42) *Civil Liabilities*.—On the recommendation of the Army Demobilisation Committee, the Local Government Board were asked to prepare a scheme for providing financial assistance, where necessary, for those whose reasonable claims could not be met by the payment of Out-of-Work Donation. This was intended especially to assist in the restoration of "one-man" businesses. The Government has accepted the principles underlying the scheme prepared by the Local Government Board.

(43) *Summary of the Demobilisation Scheme*.—It will be seen therefore that the general scheme (which was approved by the War Cabinet) was based on releasing the forces in such a way as to secure the restoration of industry and along with it full opportunities of employment at the earliest moment practicable.

(a) The order determined on was as follows :—

1. Demobilisers. (Men required for setting the machine of demobilisation in motion).
2. Pivotal Men. (Men who are essential for restarting or re-equipping particular industries without whom it would be difficult or impossible to provide general employment in such industries).
3. Men required for main industries of the first importance which had been denuded of workers, such as agriculture, mining, or transport, to be followed or accompanied by men for whom employment was waiting in any occupation. These are known as "slip" men.
4. Within each group preference was to be given to married men over single men and each draft was always to include a proportion of men with a long period of service in the field and men who are time-expired soldiers enlisted on normal attestations before the war.

(b) The scheme provided for the formation of the necessary cadres and for the continuation of men with the colours in the post-bellum army.

(c) Steps were also taken to assist the reinstatement of members of the forces in civil life by provision for training, the resumption of interrupted apprenticeships, settlement on the land, etc.

(d) A scheme of out-of-work donation was worked out to meet the cases of unemployment which might arise during the year following demobilisation.

#### CIVIL RESETTLEMENT.

(44) *The Resettlement of Civil War Workers*.—The resettlement in normal industry of the large body of civil war workers is a problem of greater complexity even than the demobilisation of the Forces. The Ministry investigated the new distribution of the working population which had taken place during the war and surveyed the probable industrial development of the future. It was necessary also for the Branch to work in close touch with other Departments in order that due account should be taken of the conditions likely to prevail with regard to shipping and other forms of transport, raw materials, foreign trade, &c. It was essential also that any plans adopted for the period following the cessation of hostilities, and therefore the cessation of War production, should be of such a character as would minimise industrial dislocations when the members of the Forces were demobilised. The possibility of unemployment owing to the time involved in changing over from War to Peace production had to be met by devising a scheme of unemployment payment, and by the preparation and co-ordination of plans for adoption, when and if necessary, of schemes for providing employment.

The enquiries of Committees dealing with various resettlement problems and related questions were used as the basis for further investigation, and the inter-departmental questions which were raised were considered by the Co-ordination Committee referred to in par. 50. Finally, a general memorandum on resettlement, including the remaining outstanding arrangements proposed regarding the demobilisation of the Forces, was presented to the Cabinet and formed the basis of the policy adopted by the Government.

(45) *The Civil War Workers Committee*.—It was clear from the outset that the problem of the resettlement of Civil War Workers was one which should be entrusted to a Committee containing representatives of employers and employed, and of the Government Departments concerned. A Committee was therefore appointed, under the chairmanship of Mr. Gerald Bellhouse, of the Home Office, "to consider and report upon the arrangements which should be made for the demobilisation of workers engaged during the war in National Factories, Controlled Establishments, in other firms engaged on the production of munitions of war and on Government contracts, or in firms where substitute labour has been employed for the duration of the war." The Committee presented six Reports.\* These contain the results of a general review of the problems of the transition in industry from War work to Peace production. The suggestions of this Committee were

\* Cd. 9117, 9192, 9228.



considered in conjunction with enquiries into other related problems, and memoranda were prepared for the War Cabinet outlining a policy for the transition period, so far as resettlement was concerned. The questions dealt with under this head included the termination of Government contracts, the availability of raw materials, the release of materials for non-munitions production, the possibility of a "short time" system, free railway passes for munition workers, the co-ordination of orders, the placing of public contracts, &c. Many of these questions fell within the scope of other Branches of the Ministry and are referred to in Chapters III and IV.

(46) *Out-of-Work Donation*.—The Civil War Workers Committee recommended an extended scheme of unemployment insurance and put forward alternative schemes. This question has been carefully examined by the Branch as well as by the Ministry of Labour. It was clear, however, that the lengthy negotiations with representatives of employers and employed, which such a scheme would involve, and the problems of administration which would arise, rendered any extension of the existing contributory scheme impracticable as a means of providing against unemployment during the transition period. The Ministry of Reconstruction, therefore, prepared a non-contributory scheme, and with certain modifications the proposals relating to out-of-work donation for ex-service men were amalgamated with it. The out-of-work donation scheme, apart from its non-contributory character, possesses two features of interest. In the first place, the allowance includes a payment in respect of dependent children. Secondly, in the case of unemployed juvenile workers, payment of donation may be made conditional upon attendance at an educational centre. The Department co-operated with the Board of Education in framing this scheme.

(47) *Restoration of Trade Union Practices*.—One of the most important transitional problems was that of the restoration of Trade Union practices. The Branch continued the work of the original War Pledges Sub-Committee, of which Sir John Simon was Chairman, under the original Reconstruction Committee. Information was collected from the Ministry of Munitions with regard to the records of changes in Trade Union practices. Special investigations were made into the new conditions prevailing in the Engineering Industry and various persons with a special knowledge of the problem were consulted. As a result of these enquiries a draft Restoration of Pre-War Practices Bill was prepared, which formed the basis of discussion for the inter-departmental Conference set up by the Minister during the spring of 1918. This Conference consisted of representatives of the Ministry of Reconstruction, the Ministry of Munitions, the Ministry of Labour, and the Home Office. The Conference finished its work in the summer of 1918, and its Report was presented to the Minister in the form of a Draft Bill, which was circulated to the Cabinet. Shortly before the cessation of hostilities the inter-departmental Conference was again called together, and at the request of the Government a new and shorter Bill was prepared for restoring Trade Union practices. Reference to this draft Bill was made by the Prime Minister at the Conference of Trade Unionists and Employers held on November 13th, and copies were supplied to the Committee appointed at the Conference. In the interval the other enquiries of the Ministry were being conducted on the assumption that legislation would be forthcoming to restore pre-war practices.

(48) *Regulation of Wages*.—One of the most important problems which would arise immediately on the cessation of hostilities was that of wages. In conjunction with the Ministry of Labour and the Ministry of Munitions, a review was made of the conditions prevailing during the war with regard to wages, and an enquiry was made into the effects of the operation of awards and orders under the Munitions Acts upon the post-war situation. The Minister decided that a Committee should be appointed, and this was set up under the Chairmanship of Sir John Simon. It was asked to consider "whether the compulsory operation of awards made under the Munitions of War Acts " or Orders extending such awards, or of orders regulating wages made under those Acts, should " be continued after the war," and "whether the power to make such awards or orders should be " continued after the war" and to advise as to "the manner in which awards and orders, if made " or continued, should be enforced after the war, and for what period." The Committee on Wages Awards consisted of departmental officials and representatives of Employers and Trade Unions. The urgency of the problem became suddenly apparent when the military situation changed at the end of October, 1918, and for this reason the Committee was asked to hasten its Report.\* This was presented to the Minister, and it formed the basis of the Wages (Temporary Regulation) Act, 1918.

(49) *Juveniles in Industry*.—In reviewing the industrial situation as affected by the war, it became obvious that the position of juveniles in industry had been seriously changed. Great numbers of boys and girls had entered occupations earlier than they would have otherwise done, and there was likely to be serious unemployment among these as soon as greater numbers of adult workers were available when munition production ceased. For these reasons an enquiry was undertaken by the Ministry of Labour in the latter half of 1917 and the early months of 1918, in conjunction with the Ministry of Reconstruction. About three thousand reports were received from investigators and employers; and this material was made the basis of a report written at the request of the Minister of Reconstruction by an authority on juvenile employment. The Report† has been

\* Not published.

† Juvenile Employment during the War and After—to be purchased through any Bookseller or direct from H.M. Stationery Office. Price 6d. net.



published by the Ministry of Reconstruction, and its recommendations have been partly adopted by the Government. The Report includes an explanation of :—

- (a) Proposals for regulating the displacement of young persons and for facilitating their entry into new employment.
- (b) Proposals for facilitating the employment of young persons already in industry by restricting the entry of fresh competitors.
- (c) Administrative measures which might be taken in connexion with the re-employment of juveniles.
- (d) Proposals for providing maintenance and training for young persons who are unemployed.

(50) *Resettlement Co-ordination Committee*.—In order to avoid overlapping and to obtain the greatest measure of co-operation on transitional labour questions, and more particularly in regard to resettlement problems, the Minister set up a Civil War Workers' Resettlement Co-ordination Committee, presided over by the Secretary of the Ministry and consisting of representatives of the various Departments concerned. This Committee was parallel to the Demobilisation of the Forces Co-ordination Committee to which reference has already been made. The necessary co-operation between the two Committees was secured by the fact that certain members were common to both Committees. The Resettlement Co-ordination Committee met at frequent and regular intervals, and prior to the Armistice and the appointment of the Cabinet Committee, under General Smuts' chairmanship, was the chief means of securing inter-departmental consultation and agreement.

#### PERMANENT POLICY.

(51) Whilst consideration had first to be given to the problems of the transition, it was clear that adequate measures for dealing with them could not be devised without a review of the larger problems of industry and a survey of industrial conditions. The Ministry, therefore, while proceeding with the preparation of policy for immediate application, has carried on investigations and enquiries into the conditions of work prevailing before the war, the possibility of improving those conditions, and the effects of war upon industrial organisation.

(52) *The Whitley Reports*.—Some of the chief contributions made to industrial organisation are to be found in the Reports of the Committee on Relations between Employers and Employed, presided over by Mr. J. H. Whitley, M.P. Its terms of reference were—

- “(1) To make and consider suggestions for securing the permanent improvement in the relations between employers and employed.
- “(2) To recommend means for securing that industrial conditions affecting the relations between employers and workmen shall be systematically reviewed by those concerned, with a view to improving conditions in the future.”

The Committee published five Reports.\* The First Report on Joint Standing Industrial Councils referred to the well-organised industries; the second took into consideration the possibilities of organisation in the imperfectly organised industries; the third was devoted to Works Committees; the fourth was concerned with Conciliation and Arbitration; and the fifth reviewed the proposals of the previous reports. The necessary departmental action with regard to the establishment of Industrial Councils was undertaken by the Ministry of Labour, which, however, acted in the closest co-operation with the Ministry of Reconstruction. The enquiries of Section III of the Advisory Council into certain aspects of the establishment of Industrial Councils has already been referred to. In addition the Ministry instituted a series of negotiations in regard to the Shipping Industry. At a later stage a conference of ship-owners and representative trade unionists was called and was addressed by the Minister. As a result a Committee of representatives of the associations concerned was formed to consider the establishment of an Industrial Council for the Shipping Industry.

(53) *Industrial Councils and Trade Boards*.—After the publication of the First Report of the Whitley Committee a considerable amount of experience was gained as to the nature of the problem of industrial re-organisation, the difficulties to be faced and the varying character of the different industries of the country, from the point of view of their organisations. In the light of this experience the Second Report of the Committee was carefully examined and the principles laid down carried further. In conjunction with the Minister of Labour the Minister of Reconstruction issued a memorandum† on the relations between industrial councils and trade boards setting forth the policy of the Government. A few months later a new Trade Board Bill was introduced by the Minister of Labour.

(54) *Conciliation and Arbitration*.—The Wages (Temporary Regulation) Act, referred to above, sets up arbitration machinery on lines similar to that recommended by the Whitley Committee in its Fourth Report. The proposal, however, to establish a permanent Arbitration and Conciliation Council as suggested by the Committee has not yet been sanctioned by the Government.

\* Cd. 8606, 9001, 9002, 9099, 9153.

† Cd. 9085.



(55) *Interim Industrial Reconstruction Committees*.—The establishment of Interim Industrial Reconstruction Committees with which the Branch was concerned in the first stages, is dealt with earlier in this Report (par. 15).

(56) *Conditions of Employment*.—The Labour Panel of the Engineering Trades (New Industries) Committee consisting of Trade Union representatives of the Engineering Trades gave valuable assistance to the main Committee. Its chief contribution to permanent policy was its Report\* on the conditions of employment which should obtain in new industries. These conditions were accepted by the main Committee.

(57) *Women's Employment*.—The Women's Employment Committee, originally a Sub-Committee of the Reconstruction Committee, has continued its work. Memoranda prepared by groups of members acting as sub-committees have been received and the Report of the Committee is now being prepared.

(58) *Adult Education*.—The work of the Adult Education Sub-Committee of the Reconstruction Committee was continued under the Ministry of Reconstruction. Its First Report† dealt with industrial and social conditions in relation to Adult Education. It contained an analysis of prevailing conditions and urged the need for far-reaching reforms. Its recommendations have been made the subject of further enquiry. Its Second Report‡ deals with Education in the Army. A Third Report, dealing with Libraries and Museums, is awaiting signature and, at the request of the Minister of Reconstruction, deals with the technical and commercial as well as the non-vocational aspect of the subject. The Final Report of the Committee is now in preparation.

(59) *Domestic Service*.—The influx of large numbers of domestic workers into munitions and other forms of War work has intensified the problem of domestic service. It was thought desirable to investigate the whole problem and the matter was referred to the Women's Committee of the Advisory Council, who, through four Sub-Committees, undertook to enquire into the special conditions created by the war and to submit proposals.

(60) *General Industrial Policy*.—Investigations have been carried out in consultation with the Departments concerned with a view to advising the Government on the general lines of labour and industrial policy. Amongst the problems to which attention has been given, but upon which Government decisions have not yet been taken, are the extension and development of labour legislation, the prevention of unemployment and the extension of unemployment insurance, international labour legislation, industrial courts, casual labour, pensions for widows, domestic service, State control in industry, rural industries, the future of women in industry and the health of industrial workers.

In reviewing all the more fundamental problems of Reconstruction so far as they concern labour and industrial organisation, the Ministry of Reconstruction has been in constant consultation with the Ministry of Labour. It has also had the valuable advice of Labour representatives on the Advisory Council. The method of investigation has been rather by personal contact with authorities on the subject than by the collection of statistics, but full use was made of the work done by the Industrial (War Enquiries) Branch of the Board of Trade and of the available information of the Statistical Department of the Ministry of Labour.

## Chapter VI.—Work undertaken by the Rural Development Branch.

(61) This Branch deals with the aspects of Reconstruction questions specifically affecting the rural areas of the United Kingdom and the development of its resources in land and agriculture. Though necessarily general proposals for commercial, industrial or social development during the transitional period are dealt with primarily in other Branches, it was felt that distinctive questions arose in regard to Rural Development generally, which required consideration as a whole by persons possessing special experience in the conditions of rural life. It is one of the main general problems of Reconstruction to secure a re-adjustment of the population between urban and rural areas, in the interests of improved health and development of the natural resources of the United Kingdom; and this problem requires to be studied comprehensively with a view to the co-ordination of general Reconstruction policy to this end. The Branch has been co-operating closely throughout with the Board of Agriculture and other Departments concerned. But, in certain directions, it has been able not only to co-ordinate proposals from other Departments into a reasoned policy of Rural Development, but also to contribute constructive work on points not otherwise provided for departmentally.

(62) *Agricultural Policy Committee*.—The First Part of the Report§ of the Agricultural Policy Committee (under the chairmanship of Lord Selborne) had been submitted to the Prime Minister on the 30th January, 1917 and dealt with the problem of rendering the United Kingdom self-supporting in the matter of Food Supply so far as is economically possible. Upon the basis of this Report the

\* Summarised in the Report of the Main Committee, Cd. 9226.

† Cd. 9107.

‡ Cd. 9225.

§ Cd. 8506.



Corn Production Act, 1917, was passed as an Emergency measure, providing for guaranteed minimum prices of corn, the fixing of minimum wages through the establishment of Wages Boards, and certain measures for State Control of agricultural operations in the interests of increased production. Special attention has been given to the question of a suitable machinery for the administration of any permanent policy, on the assumption that the State may continue to exercise some measure of supervision over the operations necessary for increased production of the home food supply in the national interest. Memoranda have been submitted to the Board of Agriculture containing proposals:—

- (a) for the re-organisation of the work of County Councils in view of the possible formation of "County Council Agricultural Committees," and for the co-ordination of the work of such Councils in so far as it directly affects agriculture; and
- (b) for the creation of "County Authorities" directly responsible to the Board of Agriculture for carrying on such of the duties of the War Executive Committees as may necessarily have to be continued on a permanent footing, and such other executive duties as might more conveniently be discharged by an authority acting under the instructions of the Board, than by the County Council Agricultural Committees.

(63) *The Second Part of the Report of the Agricultural Policy Committee.*—This Report\* was submitted on the 30th January, 1918. It contained various proposals for the re-organisation of the Departments dealing with Agriculture, with questions of agricultural instruction and research, with co-operation and organisation for the disposal of agricultural produce, agricultural credit, Small Holdings, Village Reconstruction, Tithe Redemption, Local Taxation, amendments in the Agricultural Holdings Acts, Land Reclamation and Drainage, Plant pathology, the supply of artificial manures, weights and measures, and agricultural transport. Many of these specific schemes have been worked out by the Rural Development Branch in consultation with the Board of Agriculture, or proposals have been submitted to the Board of Agriculture for consideration. In other cases, memoranda have been prepared and further information has been collected with a view to the formulation of definite proposals.

(64) *Tithe Redemption.*—The question of Tithe Redemption was dealt with in the Tithe Act, 1918, which was introduced by the Board of Agriculture after consultation with the Ministry of Reconstruction. Proposed amendments in the Small Holdings and Allotments Acts have also been the subject of full discussion and interchange of memoranda between this Branch and the Board of Agriculture; and, as the result of a Joint Memorandum by the President of the Board of Agriculture and the Minister of Reconstruction, the Government have introduced a Bill providing, *inter alia*, for facilitating the acquisition of land for small holdings by payment of annuities.

(65) *Village Reconstruction and Rural Industries.*—On the general question of Village Reconstruction a large amount of material has been collected in this Branch and a general scheme prepared in outline, covering such questions as the provision of village halls, recreation grounds and increased amenities of village life. A Memorandum has been submitted to the Board of Agriculture, with a questionnaire to be addressed to Local Authorities, for the purpose of ascertaining what are the specific requirements of the different localities in this connexion. The question of stimulating and developing rural industries has been made the subject of a full and detailed investigation in various parts of the country by an officer specially attached to this Branch. The information thus collected has since been analysed with a view to the submission of concrete proposals.

(66) *Rural Transport. Light Railways.*—Various schemes for the development of rural transport facilities have been worked out in consultation with the other Departments concerned. In particular attention has been devoted to the possibility of developing a comprehensive system of narrow gauge light railways in rural areas. In this connexion advantage has been taken of the experience gained during the War in utilising narrow gauge railways in the zone of active operations. The possibility of taking advantage of the experience thus gained, and any surplus stores of equipment available at the end of the War for a general development of such light railways in rural areas has been explored. Proposals have been submitted to the Board of Trade for the establishment of a central authority to deal with the matter, and obtaining the necessary powers and facilities for developing such schemes.

(67) *Forestry.*—The Report† of the Forestry Committee (under the Chairmanship of Mr. F. D. Acland, M.P.) has resulted in an Interim Forestry Authority being set up under Mr. Acland, and a sum of £100,000 has been voted by Parliament for the commencement of immediate operations (including the training of Forestry Officers, the collection of seeds and nursery stocks, and the making of preliminary surveys), in preparation for a comprehensive scheme for which legislative powers will be sought in due course.

(68) *Land for Sailors' and Soldiers' Settlements.*—Immediately on the formation of the Ministry in August, 1917, special attention was devoted to the question of making adequate provision for the settlement of ex-service men on the land. The only special provision for this purpose at that date was under the Small Holdings (Colonies) Act, 1916, under which 8,000 acres could be made available for

\* Cd. 9079.

† Cd. 8881.



training and settlement (as an experimental measure) of service men in farming colonies on a co-operative basis. It was felt that arrangements should at once be made for a more comprehensive scheme to satisfy the requirements of ex-service men who might desire to be settled on the land. Various proposals for meeting such requirements by a general scheme for the acquisition of Glebe Lands and estates in the hands of colleges, charities and the like by the Board of Agriculture were considered; but it was found that it would not be possible to make the necessary provision by such means within the time available. It was accordingly proposed, as the result of joint deliberations by the Ministry of Reconstruction and the Board of Agriculture in May, 1918, that power should be immediately obtained for the acquisition (by compulsion if necessary) of large areas of land (as and where required) for the purposes of sailors' and soldiers' settlements, small holdings, forestry, reclamation and rural housing. It was recommended by the Ministry that action in this matter should be taken, so far as possible, through the ordinary machinery of the County Councils, under the Small Holdings Acts, on the basis of an annual payment guaranteed by the State. These proposals were referred to a Cabinet Committee, who approved them in principle, and a Small Holdings and Allotments Bill incorporating this principle was introduced into Parliament at the end of the last session. The sudden developments in the military situation made it necessary, however, to provide at once for the acquisition of the land necessary for sailors' and soldiers' settlements by cash payments, to avoid the delay incident to negotiations or compulsory proceedings likely to arise upon a basis of annual payment. Revised proposals have accordingly been prepared, and accepted by the Government, for the immediate provision of a capital sum calculated to meet all requirements (both as regards land acquisition, equipment and training) for the settlement of ex-service men.

(69) *Means for attracting returning Sailors and Soldiers to the Land. Report of Section IV of Advisory Council.*—Concurrently with the arrangements initiated (as described above) to obtain land for the settlement of ex-service men, steps were taken to consider suitable methods for making rural life attractive to such men. Section IV of the Minister's Advisory Council (under the Chairmanship of Mr. Leslie Scott, K.C., M.P.) were accordingly asked, in March, 1918, to report upon the following reference:—

“To consider the steps and conditions (apart from the provision of Farm and Small Holding Colonies) necessary to attract to employment on the land all returning soldiers and sailors who may wish to take up country life; and in particular to induce them to do so in sufficient numbers to secure the maximum output on the land.”

The Section, who in the course of their enquiry have submitted various resolutions upon which interim action has been taken, submitted in December, 1918, their Final Report.\* These recommendations embrace increased facilities for Rural Housing and acquisition of land for Small Holdings, etc., adequate provision for the training of officers and men desirous of taking up an agricultural life, improved organisation for agricultural trade purposes and general provision for increased amenities of village life. In particular they recommended (as an essential preliminary measure to any effective action for the general purpose in view) the immediate establishment of a Central Executive Committee, including representatives of the various Departments and organisations specially interested in the different aspects of the general problem of settling ex-service men on the land and providing facilities for their training and allocation for such employment. The recommendations of the Committee have been carefully considered by the Department.

(70) *Rural Information Offices.*—Section IV of the Advisory Council were also asked, early in 1918, “to consider a scheme drawn up by the Rural Development Branch for the establishment of Rural Information Offices to centralise at suitable places in each locality the provision of any information available from official sources that might be of interest or value to the local agricultural community.” The Section recommended, in February, that the scheme should be set in motion experimentally by the Board of Agriculture at certain selected centres; and, after consideration of the Report† by the Minister of Reconstruction, recommendations were made to the Board of Agriculture accordingly.

(71) *Economic Position of Women in Agriculture.*—Arrangements have been made, in consultation with the Women's Employment Committee and Food Production Department, to pursue further certain questions relative to the employment of women in agriculture through Sub-Committees of Section IV of the Advisory Council of the Ministry of Reconstruction. To deal with this question as regards conditions obtaining in England and Wales, a Sub-Committee (under the Chairmanship of Mrs. Roland Wilkins) has been appointed, with the following reference:—

“To consider what economic part women can take in the development of agriculture, having particular regard to the Report presented by the Agricultural Policy Committee, and to recommend what steps should be taken to give practical effect to such conclusions as may be drawn.” Arrangements have also been made, in consultation with the Women's Employment Committee and the Scottish Office, to set up a similar Sub-Committee of Section IV of the Advisory Council (under the Chairmanship of Mrs. C. D. Douglas) to report upon the same matter relative to conditions obtaining in Scotland.

\* Not yet published.

† Not published.



(72) *General Questions of Land Reform.*—The general question of the acquisition and valuation of land for public purposes in its different aspects is being pursued by the Land Acquisition Committee, as already indicated (par. 16 (a)). The question of Registration of Title has also been referred to a Sub-Committee of the Land Acquisition Committee. The Rural Development Branch have also considered and prepared memoranda upon various proposals submitted to the Ministry of Reconstruction dealing with the question of the taxation of land values, nationalisation of land and the like.

(73) *Miscellaneous.*—The Minister of Reconstruction invited the County Councils of the United Kingdom to furnish information in regard to schemes in connexion with Rural Reconstruction that had come under their notice and any information that they might desire to submit in regard to the particular needs of their own localities.

A representative Conference of the Agricultural Industry was summoned to consider the question of setting up an Interim Reconstruction Committee for Agriculture, and as a result a scheme is now in course of preparation.

## Chapter VII.—Work undertaken by the Social Development Branch.

(74) This Branch was established to deal generally with questions or proposals affecting the amelioration of the social (as distinct from the purely industrial) conditions of life in the United Kingdom during the transitional period. The main business falling within its province has been that associated with the proposals for the establishment of a Ministry of Health, the conduct of the necessary enquiries and negotiations relative to this matter having been entrusted by the Government to the Minister of Reconstruction. Important questions bearing closely upon these proposals have arisen out of the Report\* of the Local Government Committee, of which Sir Donald Maclean was Chairman, on the transfer of functions of Poor Law authorities in England and Wales; and the Machinery of Government Committee, appointed under the Chairmanship of Lord Haldane to consider the distribution of business between central Departments has fallen within the purview of this Branch. The passing of the Education Act, 1918, and the reference of the problem of Adult Education to a Sub-Committee has, in the main, made it necessary for the Ministry to do little more than to keep itself informed of the progress of the Government's educational policy, except so far as relates to technical education, which is dealt with in another part of this Report. The remaining duties of this Branch have been to assist the Committees appointed by the Minister to consider housing questions, and to initiate any action required on their Reports; and to give special attention to questions, other than the industrial questions falling to the Industrial Branch of the Department, which specially affect the position of women.

In connexion with the work of the Branch, Women's Sub-Committees have been, or are still, pursuing inquiries into the following subjects:—

(1) Co-ordination of authorities for the vocational training of women; (2) the place of properly paid and voluntary women workers in subsidiary health and kindred services; and (3) certain questions relative to the position of women in the Civil Service.

A more detailed account of the activities of this section of the Ministry in these matters is contained in the following paragraphs.

### MINISTRY OF HEALTH.

(75) *Preliminary Negotiations.*—On the 11th October, 1917, the Prime Minister received a deputation from representatives of Health Insurance organisations, introduced by Mr. J. H. Thomas, M.P., which urged the establishment of a Ministry of Health. In replying to the deputation on this point, the Prime Minister emphasised the necessity of making full inquiry into the relations between the various Departments concerned before a Bill for the establishment of the Ministry could be introduced in Parliament.

On the 18th October Mr. Bonar Law stated in reply to a question by Mr. Dillon in the House of Commons that the various difficulties needing to be provided for in the establishment of a Ministry had not reached any widely agreed solution, and that so long as this was so it was not possible to undertake to introduce a Bill. He added, however, that steps were being taken which would, it was hoped, secure substantial agreement among those who were actively engaged in the work of national health.

The duty of conducting on behalf of the Government the negotiations referred to by the Prime Minister and Mr. Bonar Law was entrusted to the Minister of Reconstruction, and in addition to certain communications with the executive Departments affected, a series of conferences was held by him with representatives of Associations of Local Authorities, of the medical profession, and of the Insurance Committees and the various types of Approved Societies engaged in the administration of the National Health Insurance Acts.

(76) *Poor Law.*—The question of dealing with the functions at present exercised by the Local Government Board in relation to Poor Law was recognised as presenting special difficulties. On the one hand there was agreement that the provision for the care of the sick and infirm which



has grown up under the Poor Law system should, as soon as possible, be made a part of the duties of the Ministry of Health. On the other hand, great weight was attached to the objections felt in many quarters to associating the Ministry of Health with that side of the Poor Law which is concerned with the provision of poor relief and with able-bodied necessitous persons.

The result of these conferences was to show a general agreement as to the desirability of securing the early establishment of a Ministry of Health, as well as upon the lines of the necessary legislation.

Subsequent discussion accordingly centred upon the problem of the steps which should be taken on the establishment of the Ministry as regards the Poor Law system administered by the Local Government Board. The Government had provided for the examination of the administrative features of the Poor Law system by appointing, through the Reconstruction Committee, in July, 1916, a Local Government Committee under the chairmanship of Sir Donald Maclean, "to consider and report upon the steps to be taken to secure the better co-ordination of public assistance in England and Wales, and upon such other matters affecting the system of Local Government as may from time to time be referred to it."

In January, 1917, the Local Government Committee presented a Report\* on the transfer of functions of Poor Law Authorities in England and Wales, in which they recommended the complete transfer of the functions at present exercised by these bodies to other appropriate central and local authorities. The purport of the Committee's recommendations in their bearing upon the proposals for the establishment of a Ministry of Health was to outline a scheme under which the health work at present carried on as part of the Poor Law system would be merged in the general health services of the community.

The effect of the publication of this weighty Report was to bring the issues in question to the practical point of determining

(a) whether the Government were prepared to adopt the principles recommended by the Committee; and

(b) if so, within what period of time the Government could undertake to give full effect to these principles.

(77) *Ministries of Health Bill*.—The consideration of these questions, and of a draft Bill prepared on the lines agreed upon as the outcome of the inter-departmental communications and the other conferences mentioned above, was undertaken by the Home Affairs Committee of the War Cabinet in the summer and early autumn, and on the 7th November, 1918, the introduction of a Ministries of Health Bill was moved by Dr. Addison in the House of Commons, and the Bill was given a first reading.

In his speech on that occasion, Dr. Addison made the following statements in regard to the general scope of the Bill, and announced, in the terms given below, the decision of the Government to adopt the principles recommended in the Local Government Committee's Report, and their intention of proceeding, at the earliest possible moment, to carry out the complete transfer of Poor Law functions to other bodies on the lines of that Report:—

"The main purpose of the Bill is to bring together, under one body of men and one Minister, the chief Government Departments concerned in matters affecting the health of the people. Until that is achieved, I am convinced that it is hopeless to expect any real and substantial improvement. This Bill does not provide medical treatment for any individual. It does not affect the functions of any local authority of any kind. It is purely concerned with bringing together the responsibilities of the different Government Departments, both in England and in Scotland, which are concerned with health matters. The Bill brings together, under one Minister, the powers and duties of the Local Government Board and the Health Insurance Commissions of England and Wales. It brings in, also, the powers and duties of the President of the Board of Education with regard to the health of mothers and infants, the duties of the Privy Council with regard to midwives, and of the Secretary of State for the Home Department with regard to the protection of infant life. It unites these in one Health Department, and then we take power in the Bill to bring in, as, and when it is possible, other considerable health duties, namely, the medical inspection and treatment of school children at the present time under the charge of the Board of Education, further, all the health duties of the Ministry of Pensions as regards the treatment of sick soldiers, and, finally, the powers of the Secretary of State with regard to lunacy and mental deficiency. It is not proposed to consolidate these latter powers at this stage, because some parts of them would have to be left where they are. They are involved in various administrative arrangements which it would take some years, at least, to disentangle.

"A good deal of misapprehension exists with respect to this Bill, owing, perhaps, to the fact that we have not been able to bring it forward earlier in consequence of the association of these services with the present Poor Law duties discharged by boards of guardians, who are responsible to the Local Government Board. I may say that the bringing together of the different services which I have mentioned in no way fixes to these services any Poor Law taint whatever. It is separate from them hereafter as it is now, for example, from the sanitary services of the local authorities. But we have had a Royal Commission—we have had an important Committee, presided over by the Deputy-Chairman of Ways and Means, and I am authorised to say that the Report\* of the Local Government



Committee, presided over by Sir Donald Maclean, on the transfer of functions of Poor Law authorities in England and Wales has been carefully considered by the Government, and that the Government accept the recommendations of the Committee, that all services relating to the care and treatment of the sick and infirm should not be administered as part of the Poor Law, but should be made a part of the general health services of the country, and that the Government regard it as a matter of urgency that effect should be given to these recommendations as soon as possible. The Government accept the principle that the remaining functions of the Poor Law authorities should also be transferred to other bodies, but are not in a position to formulate precise proposals at the present time. Any approach to the complete application of the scheme recommended by the Committee will involve a considerable length of time and must be preceded by further inquiries into certain questions with regard to detailed matters. The Government recognises its responsibilities for making proposals on these subjects as soon as the exigencies of the Parliamentary situation permit of their doing so.

“Another important feature of the Bill is that we provide advisory or consultative councils as part of the machinery of the Ministry. This proposal has been a good deal criticised in many quarters, and I, for one, thoroughly believe in having at my elbow expert critics. I believe it will have a very wholesome effect on administrative work in the development of the health services of this country if we have live, active bodies of this kind in existence. In order that it may be made clear what the functions of these advisory councils are, I propose to lay on the Table of the House a draft Order in Council which sets out their functions, and has been agreed to by all concerned. They are to deal with matters referred to them by the Minister. They are to be able to make suggestions to the Minister as to subjects that may be referred to them. They are, also, on their own initiative, to make recommendations to him. We bring together, therefore, under this Bill all the important Government services which are concerned with health, and we also thereby bring under one Minister the surveillance of all the local health services of the country; and if this is achieved we believe it will be possible to expect real progress with respect to the improvement of the health of the people. It is essential to take this step first, because the legislation necessary to provide for the full development of the health services of the country may be controversial, and certainly will be difficult and involved. Therefore, it is necessary to take it in these two stages. I believe if we acquire the powers sought in this Bill we may, for the first time in this country, be able to develop and ultimately to apply scientific, well thought out, and thorough health measures for the benefit of our people.”

#### MACHINERY OF GOVERNMENT COMMITTEE.

(79) The Report\* of the Machinery of Government Committee of the Ministry of Reconstruction has been issued as a Parliamentary Paper.

The Committee, which consisted of Lord Haldane (Chairman), Mr. E. S. Montagu, Sir Robert Morant, Sir George Murray, Sir Alan Sykes, M.P., Mr. J. H. Thomas, M.P., and Mrs. Sidney Webb, was appointed in July, 1917, “to inquire into the responsibilities of the various departments of the central executive Government, and to advise in what manner the exercise and distribution by the Government of its functions should be improved.”

The Report is signed by all the members of the Committee. It is divided into two parts, the first dealing with the general principles which the Committee suggest for adoption in Government Departments, the second consisting of separate chapters illustrating the application of these principles to ten of the main branches of the business of Government, namely, Finance, National Defence, External Affairs, Research, Production, Employment, Government Supplies, Education, Health and Justice.

#### HOUSING.

(78) In co-operating with the administrative Departments with whom it will rest to supervise the execution of the Government's Housing policy, the Local Government Board for England and Wales, and the Scottish Office and Scottish Local Government Board, the Ministry has endeavoured to assist in the task of surveying the needs of the future and devising means to meet them by enlisting the help of the various bodies of investigators enumerated below.

It has consistently been borne in mind that the object to be attained was to present the Government with considered statements, founded upon the judgment of well qualified observers, of the various alternatives necessarily open to discussion before a policy upon a matter involving financial, commercial, and social problems of high importance was finally adopted. In every case, therefore, in which an enquiry was initiated on the motion of the Ministry, its scope and character have been carefully determined in relation to the requirements of the administrative Departments concerned and to any antecedent enquiries already set on foot by them. It need, however, excite neither surprise nor regret if the conclusions of these various bodies exhibit considerable divergencies upon the questions of principle at issue.

The Government proceeded deliberately with the accumulation of evidence as to the main tendencies of opinion upon the housing problem in order to arrive at a decision only upon a basis of full information collated by a process of prolonged and often public discussion. It is not necessary in

\* Cd. 9230.



this Report to set out the particulars of the policy adopted ; and it will be sufficient to note that the following bodies of enquiry have completed or are completing the share allotted to them of the duty of bringing before the Government their conclusions as to the several aspects of the problem which it fell to them to discuss.

(80) *Ministry of Reconstruction Enquiries*.—An Advisory Housing Panel under the chairmanship of Lord Salisbury undertook a general review of the housing question as it would present itself at the end of the war. A memorandum\* on the conclusions of the Panel was published in June, 1918.

The Building Materials Supply Committee appointed, under the chairmanship of Mr. J. P. Carmichael, to consider the prospective requirements for building materials and the best means of meeting them, presented a Report† in November, 1918, on the position of the building industry after the war.

A Committee appointed in consultation with the President of the Local Government Board—under the chairmanship of Mr. Henry Hobhouse—is considering whether financial facilities can be afforded to persons and bodies, other than Local Authorities, to enable them to build workmen's houses immediately after the war ; and has presented an Interim Report‡, dated October, 1918, on Public Utility Societies.

A Committee under the chairmanship of Lord Hunter, appointed to advise as to the steps to be taken for dealing with any difficulties arising on the Increase of Rent and Mortgage (War Restrictions) Act, 1915, is still sitting, but has reached an advanced stage in its deliberations.

A Sub-Committee of the Advisory Council of the Ministry was appointed under the chairmanship of Lady Emmott to give detailed consideration to the various types of workmen's houses likely to be erected after the war, "with special reference to the convenience of the housewife." The First Interim Report§ of this Sub-Committee, dated May, 1918, has been presented and published.

(81) *Local Government Board Enquiries*.—The special bodies appointed by the Board to consider housing problems include a Standing Conference constituted and presided over by Mr. Hayes Fisher (Lord Downham) ; a Committee under the chairmanship of Sir J. Tudor Walters, M.P., on questions of building construction and methods of securing economy and dispatch in the provision of working-class dwellings, whose Report|| has been presented and published ; and a Committee under the chairmanship of Mr. Stephen Walsh, M.P., to consider the effect of Building Bye-Laws and Local Regulations upon building and development, which has also reported.¶

(82) *Other Enquiries*.—Mr. Raymond Unwin is presiding over a Building Materials Research Committee, appointed at the suggestion of the Local Government Board, which is undertaking inquiries into the suitability of various materials and methods of construction for cottages.

The Munitions Inventions Department, Ministry of Munitions, has also undertaken inquiries into substitutes for existing building materials through the Chemical Committee of which Dr. A. P. Laurie is Chairman.

(83) *Scotland*.—A complete survey of the housing problem in Scotland was made by the Royal Commission on Housing in Scotland, appointed in 1912, which reported\*\* in 1917, and included in its purview the questions to which conditions arising out of the war had given increased importance and urgency.

## Chapter VIII.—Conclusion.

(84) The foregoing statement will have made it clear that whilst the energies of the Department were necessarily very largely devoted to devising means for dealing with the emergencies which were bound to arise immediately upon the conclusion of hostilities, every effort was made to bring under review the wider problems of the future—which, though more distant from the war, would yet be profoundly affected by it—with a view to indicating the conditions under which the full development of the resources of the country and of the national life might best be accomplished. It may be convenient to summarise here the steps taken for meeting the immediate calls of the period following the conclusion of the armistice.

The complete plan for the Demobilisation of the Forces was in readiness for execution when hostilities ceased. Military considerations had, however, prevented the Government from authorising, during the war, the communications between employers and workmen which were required to secure the speedy return of pivotal men on the cessation of hostilities ; and the unforeseen, and, indeed, unforeseeable conditions under which the armistice was concluded have, up to the present, prevented the beginning of general demobilisation and led to serious transport difficulties which took time to surmount. It would be out of place here to refer at length to the immense labour which the War Office, the Admiralty, and the Ministry of Labour have devoted to the organisation of the general plan of demobilisation and resettlement, or to the care and skill that have been directed to every detail of this great and complex task.

\* Cd. 9087.    † Cd. 9197.    ‡ Cd. 9223.    § 9166.    || 9191.    ¶ Cd. 9213.    \*\* Cd. 8731.



Plans for the dispersal and resettlement of the home army of civil war workers were also in readiness when the time came. No human agency could have provided immediate employment for all the discharged munition workers, and it is obvious that unemployment on a considerable scale must be inevitable during the period in which workshops and factories which have been engaged on war work will be occupied in reinstating their organisation on a Peace footing. The provision of unemployment donation and the prompt release of raw materials were the two obvious measures demanded by the circumstances and these were adopted. The rest depends, in main, on the energy and enterprise of manufacturers and workpeople engaged in the work of re-equipment, and it may be repeated here that the governing lines of the scheme for demobilising the Forces were devised with a view to assisting in the smooth and rapid restoration of industry. Complete schedules of public works held back by the War have been prepared with a view to meeting demands for temporary employment.

The measures taken for directing the control of materials have already been fully described. Happily the fear of a shortage of tonnage which threatened at one time to hamper industry and to call for a continuance of rationing and priority has not been justified, and the same may be said of the apprehended world shortage of certain commodities. If, however, matters had turned out otherwise it may be claimed with confidence that the organisation set up by the Minister with the co-operation of the trading and industrial community offered the best solution to a difficult and harassing problem, because whilst retaining a power of control vested in the State it secured the concurrence and co-operation of the community through their representatives.

The arrangements come to on the Ministry's suggestion by which the Departments concerned co-operated for releasing storage accommodation at the ports, have worked with smoothness and efficiency, and the assumption by the Ministry of Munitions and Supplies of the responsibility for the disposal of war stores and property brings the weight and experience of a great and proved organisation to bear upon one of the largest and most difficult of post-war problems.

The measure passed at the end of the session for retaining the wage standard in controlled industries has had the effect of regularising, for the time being, the wages position in the more important industries.

The Departments concerned have, for many months past, been engaged in working out schemes of land settlement, and legislation is now ready for providing the necessary assistance for soldiers and others who wish to take up land, or to be trained in order to do so.

It is obvious that many of the problems of the transition period merge into those of the succeeding period and no hard and fast line can be drawn between them. Housing, public health, the reform of the land system, and the promotion of improved methods of cultivation are cases in point.

The lines of a great housing programme have been decided on by the Government and the legislative proposals required to facilitate its execution are shortly to be submitted to Parliament. Meanwhile the situation in regard to supplies of labour and materials is developing favourably. Since the Ministry was first formed, it has been recognised that the provision of adequate house-room, and of an effective public health service, are vital parts of any scheme of Reconstruction. The Bill for setting up a Ministry of Health, carrying with it the abolition of the existing system of poor law, has been introduced, and if, as may be hoped, rapid progress is made with an adequate and considered scheme of housing concurrently with the establishment of a Ministry of Health, guarantees will have been given for the future well-being of the people which will have no small part in repairing the havoc and wastage of the war.

The whole question of the terms of the transfer of land required for public purposes has been exhaustively considered and proposals for establishing a suitable Sanctioning Authority and for substituting, in place of the Land Clauses Acts, a simple and equitable system of valuation have already been made public. The bearing of these proposals upon schemes of land reclamation, afforestation, housing, industrial development, and the whole category of public works which falls within the sphere of local authorities is obvious, and the simplification and cheapening of procedure involved will, it is hoped, do much to liberate industry and enterprise from some of the gravest hindrances which have hitherto impeded them.

The institution of Industrial Councils and of Interim Industrial Reconstruction Committees on the lines recommended in the Whitley Report provides a means for the joint discussion of questions of mutual interest by manufacturers and workmen, and the response of the trades gives promise both of a wide extension of those bodies and of future developments in the direction of an industrial policy based on joint responsibility and mutual understanding.

The Report of Lord Haldane's Committee on Coal Conservation and the development and utilisation of power, and the further inquiries to which it led will no doubt be followed by legislation for the establishment of a national power service. It is generally agreed that the twofold problem of conserving our fuel resources and developing to their full extent the natural resources of the country are bound up with the creation of such a service.

By the establishment of the Imperial Mineral Resources Bureau it is hoped that a complete survey of the mineral resources of the Empire will be secured, together with the most competent advice as to their development and the disposal of minerals.

The survey of industry and its post-bellum requirements undertaken by Lord Balfour of Burleigh's Committee was followed by an exhaustive report by Lord Selborne's Committee into the



requirements of Agriculture. The reports of both took full account of the experience gained in the war. Action has already been taken on some of the recommendations made and others are now under the consideration of the Government.

Amongst the other subjects brought under review either by Committees or in the Department, and to which reference has already been made, it may be convenient to summarise the following here :—

1. The Restoration of Trade Union Conditions (Para. 47).
2. Trade Combinations (on which a report will shortly be issued by Mr. McCurdy's Committee).
3. Adult Education (on which two Interim Reports have been issued by the Master of Balliol's Committee). (Para. 58.)
4. Opportunities for the employment of women. (The Report of Major Hill's Committee will be issued shortly.)
5. The Machinery of Government. (The Report of Lord Haldane's Committee has been published). (Para. 79.)
6. Financial Facilities and the Risks Attaching to the Holding of Stocks (on which Committees presided over by Sir R. Vassar Smith and Mr. F. C. Harrison have reported). (Para. 23.)
7. Openings for New Industries in the Engineering Trades. (The Report of Mr. McLaren's Committee has recently been published.) (Para. 28.)
8. Afforestation. (The report of Mr. F. D. Acland's Committee has been published). (Para. 67).
9. Means for attracting returning sailors and soldiers to the land. (Para. 69).
10. Improvements in Transport. (Para. 31).

A careful study has also been made, with the assistance of experts, of the group of questions affecting the employment of juvenile workers, an international code of industrial legislation, the extension of unemployment insurance and the problem of unemployment, industrial courts, pensions for widows, the conditions of domestic service, emigration, the conditions of employment of merchant seamen and firemen, and the opportunities for women in agriculture.

Although the field covered by the Ministry was a large one the work has been accomplished by a staff of 140, and the amount expended on salaries, wages, travelling and other incidental expenses, borne on the estimates of the Department, during the sixteen months dealt with in the Report was under £30,000.

In conclusion it must be said that the Ministry has been enabled to discharge the duties entrusted to it only by the generous co-operation of the executive Departments, rendered very often under the pressure of the heavy pre-occupations and the acute shortage of staffs occasioned by the war. Its debt is equally great to the many representative men and women, who have ungrudgingly given their services to the Department.

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## Appendix I.

### (i) Committees appointed by the Prime Minister (Mr. Asquith) in connection with the First Reconstruction Committee.

#### ACQUISITION OF POWERS COMMITTEE.

The Right Hon. Sir George H. Murray, G.C.B. (*Chairman*).

Mr. Lewis Beard.	Sir Courtenay Ilbert, G.C.B., K.C.S.I.
Mr. Henry Campbell.	Sir Samuel Provis, K.C.B.
Sir James M. Dodds, K.C.B. (Scottish Office).	Mr. Garnham Roper, C.B. (Board of Trade).
The Rt. Hon. Henry Hobhouse.	

Mr. E. D. Macgregor. Local Government Board (*Secretary*).

#### *Terms of Reference.*

To consider what steps can be taken to reduce the cost and simplify the process of obtaining Parliamentary Powers for the execution of public works and otherwise, with particular reference to the following points :—

- (1) The extension of the Provisional Order system, particularly in relation to the acquisition of water by local authorities ;
- (2) The desirability of moving Parliament to appoint a Select Committee of both Houses of Parliament to consider the simplification of the procedure in the case of Private Bills and otherwise.

*Report published (See Appendix III).*

#### AGRICULTURAL POLICY COMMITTEE.

The Earl of Selborne, K.G., G.C.M.G. (*Chairman*).

Capt. Charles Bathurst, M.P. (The Lord Bledisloe).	Professor C. Bryner Jones, M.Sc.
Mr. C. M. Douglas, D.Sc.	The Right Rev. Dr. Kelly, Bishop of Ross.
The Right Hon. Sir Ailwyn Fellowes, K.C.V.O., K.B.E.	The Right Hon. Sir Horace C. Plunkett, K.C.V.O., F.R.S.
Mr. W. J. Fitzherbert-Brockholes.	The Right Hon. R. E. Prothero, M.V.O., M.P.
Mr. A. D. Hall, F.R.S.	Mr. G. G. Rea.
Mr. W. A. Haviland.	Mr. G. H. Roberts, M.P.
	The Hon. E. G. Strutt.
	Sir Matthew Wallace.

Mr. H. L. French, Board of Agriculture and Fisheries.	} ( <i>Secretaries</i> ).
Mr. Alexander Goddard, Secretary of the Surveyors' Institution.	

#### *Terms of Reference.*

Having regard to the need of increasing home-grown food supplies in the interest of national security, to consider and report upon the methods of effecting such increase.

*Report published (See Appendix III).*

#### ALIENS COMMITTEE.

The Right Hon. Sir George Cave, K.C., M.P. (*Chairman*).

Sir James Dodds, K.C.B., or Mr. John Lamb, Scottish Office.	Mr. John Pedder, C.B., Home Office.
Mr. John E. Ferard, C.B.E., India Office.	Sir. H. J. Read, K.C.M.G., C.B., Colonial Office.
Mr. A. B. Lowry, Local Government Board.	Sir E. Troup, K.C.B., Home Office.
Mr. H. W. Malkin, Foreign Office.	Lieut.-Col. E. B. Holt Wilson, D.S.O., War Office.

Mr. J. F. Williams, C.B.E., Home Office (*Secretary*).

#### *Terms of Reference.*

To consider—

- (a) The questions which will arise at the end of the war in connection with the presence in this country of persons of enemy nationality, and whether the repatriation of such persons is desirable, and, if so, in what cases.
- (b) What restrictions, if any, should be imposed after the war on the admission of aliens to this country and their residence here.
- (c) Whether any changes in the law or practice of nationalisation have been shown by the experience of the war to be required in the public interest.

*Report not published.*

#### COAL CONSERVATION COMMITTEE.

The Viscount Haldane of Cloan, O.M., K.T. (*Chairman*).

Sir George Beilby, F.R.S.	Mr. Charles H. Merz.
Professor W. A. Bone, F.R.S.	Sir. Adam Nimmo, K.B.E.
Mr. W. Forster Brown.	Sir R. A. S. Redmayne, K.C.B., Home Office.
Mr. Guy Calthrop.	Mr. C. E. Rhodes.
Dr. Charles Carpenter.	Mr. Robert Smillie.
Mr. Arthur Cooper.	Mr. Charles P. Sparks.
Dr. J. S. Haldane, F.R.S.	Dr. A. Strahan, F.R.S., Geological Survey.
Mr. J. Kemp.	Mr. Benjamin Talbot.

Mr. A. D. McNair, Board of Trade,	} ( <i>Secretaries</i> ).
Mr. R. W. Stanners, Department of Scientific and Industrial Research,	



*Terms of Reference.*

To consider and advise—

- (1) What improvements can be effected in the present methods of mining coal with a view to prevent loss of coal in working and to minimise cost of production.
- (2) What improvements can be effected in the present methods of using coal for the production of power, light and heat, and of recovering bye-products, with a view to ensure the greatest possible economy in production and the most advantageous use of the coal substance.
- (3) Whether with a view to our maintaining our industrial and commercial position it is desirable that any steps should be taken in the near future, and if so what steps, to secure the development of new coalfields or extensions of coalfields already being worked.

*Sub-Committees.*

MINING SUB-COMMITTEE.—Sir Adam Nimmo, K.B.E. (*Chairman*).

POWER GENERATION AND TRANSMISSION SUB-COMMITTEE.—Mr. Charles Merz (*Chairman*).

CARBONISATION SUB-COMMITTEE.—Sir George Beilby (*Chairman*).

*Terms of Reference.*

The question of the application of carbonisation to the preparation of fuel for industrial and commercial purposes.

GEOLOGICAL SUB-COMMITTEE.—Dr. A. Strahan (*Chairman*).

*Reports published. (See Appendix III.)*

## COMMERCIAL AND INDUSTRIAL POLICY COMMITTEE.

The Rt. Hon. Lord Balfour of Burleigh, K.T., G.C.M.G., G.C.V.O. (*Chairman*).

Mr. Arthur Balfour.

Sir H. Birchenough, K.C.M.G.

Sir Alfred Booth, Bart.

The Rt. Hon. Lord Colwyn.

The Rt. Hon. Lord Faringdon.

Mr. H. Gosling, C.H.

Mr. Richard Hazelton.

Sir Charles Henry, Bart., M.P.

Sir Clarendon Golding-Hyde.

Sir William McCormick, L.L.D.

Sir Alexander McDowell, G.B.E.

Sir Gerard A. Muntz, Bart.

Sir Adam Nimmo, K.B.E.

Mr. John O'Neill.

The Hon. Sir C. A. Parsons, K.C.B., F.R.S.

Sir William Pearce, M.P.

Mr. Arthur F. Pease.

Sir William Priestley.

Sir J. A. Roxburgh.

Mr. G. Scoby Smith.

Sir A. Williamson, Bart., M.P.

Mr. Percy Ashley, Board of Trade } (*Secretaries*).  
Mr. G. C. Upcott, Treasury

*Terms of Reference.*

To consider the commercial and industrial policy to be adopted after the War, with special reference to the conclusions reached at the Economic Conference of the Allies, and to the following questions:—

- (a) What industries are essential to the future safety of the nation: and what steps should be taken to maintain or establish them.
- (b) What steps should be taken to recover home and foreign trade lost during the War, and to secure new markets.
- (c) To what extent and by what means the resources of the Empire should, and can be developed.
- (d) To what extent and by what means the sources of supply within the Empire can be prevented from falling under foreign control.

*Reports published. (See Appendix III.)*

## \* DEMOBILISATION OF THE ARMY COMMITTEE.

The Right Hon. E. S. Montagu, M.P. (*Chairman*).

Mr. A. Bellamy, C.B.E.

Sir R. H. Brade, K.C.B., War Office.

Major-General B. F. Burnett-Hitchcock, C.B.,  
D.S.O., War Office.

Mr. H. B. Butler, Ministry of Labour.

Mr. Guy Calthrop.

Mr. E. J. Cheney, C.B., Board of Agriculture and  
Fisheries.

The Right Hon. Sir William J. Goulding, Bart., D.L.

Lieut.-Colonel Sir M. P. A. Hankey, K.C.B.,  
Secretary, Committee of Imperial Defence.

Sir Clarendon Golding-Hyde.

Mr. C. F. Rey, Ministry of Labour.

Mr. F. W. Leith Ross, Treasury.

Sir David Shackleton, K.C.B.

Mr. R. Young, O.B.E.

Mr. G. C. Upcott } (*Secretaries*).  
Mr. W. A. Colegate

*Terms of Reference.*

To consider and report upon the arrangements for the return to civil employment of officers and men serving in the land forces of the Crown at the end of the war.

*Reports not published.*

## OFFICERS RE-SETTLEMENT SUB-COMMITTEE.

Sir Reginald H. Brade, K.C.B. (*Chairman*).

Captain Tufton P. H. Beamish, C.B., R.N.

Major-General B. F. Burnett-Hitchcock, C.B.,  
D.S.O., Director of Mobilisation.

Mr. E. K. Chambers, C.B.

Lieut.-Colonel Earle.

Sir Alfred Goodson.

Sir Cyril Jackson, K.B.E.

Lieut.-Colonel Sir Arthur Leetham.

Mr. H. C. Marks.

Lieut.-Colonel R. H. More.

Sir H. E. Morgan, K.B.E.

Mr. J. S. Nicholson.

Lieut.-Colonel W. Shirley.

Mr. A. R. McBain, O.B.E. } (*Joint Secretaries*).  
Mr. F. J. H. Darton

\* A Committee, under the Chairmanship of Sir R. N. Brade, K.C.B., was also appointed to co-ordinate the work of all the Departments concerned with Demobilisation.



*Terms of Reference.*

To consider and report what arrangements require to be and can be made on demobilisation for re-settlement of officers in civil life, and also of men belonging to classes to which, in the main, officers belong.

*Reports Not Published.*

## FORESTRY COMMITTEE.

The Right Hon. F. D. Acland, M.P. (*Chairman*).

Mr. L. C. Bromley, Treasury.

The Right Hon. Lord R. F. Cavendish, Development Commission.

Major the Viscount de Vesci.

Lieut.-Colonel F. D. W. Drummond.

Mr. A. C. Forbes, F.H.A.S.

Sir John Harwood-Banner, M.P.

Major-General the Lord Lovat, K.C.V.O., C.B., D.S.O.

Mr. T. H. Middleton, C.B., Board of Agriculture and Fisheries.

Professor Sir W. Schlich, K.C.I.E., F.R.S.

Sir John Stirling-Maxwell, Bart.

Mr. J. D. Sutherland, Board of Agriculture for Scotland.

Mr. S. Walsh, M.P.

Mr. W. Tyson Wilson, M.P.

Mr. R. L. Robinson, His Majesty's Office of Woods, &c. (*Secretary*).

*Terms of Reference.*

To consider and report upon the best means of conserving and developing the woodland and forestry resources of the United Kingdom, having regard to the experience gained during the war.

*Report Published. (See Appendix III.)*

## COMMITTEE ON RELATIONS BETWEEN EMPLOYERS AND EMPLOYED.

The Right Hon. J. H. Whitley, M.P. (*Chairman*).

Mr. F. S. Button.

Sir George J. Carter, K.B.E.

Professor S. J. Chapman, C.B.E.

Sir G. H. Cloughton, Bart.

Mr. J. R. Clynes, M.P.

Mr. J. A. Hobson.

Miss Susan Lawrence.

Mr. J. J. Mallon.

Sir Thomas R. Ratcliffe-Ellis.

Mr. Robert Smillie.

Sir Allan M. Smith, K.B.E.

Miss Mona Wilson.

Added after the issue of the first Report:—

Mr. F. N. Hepworth.

Mr. D. R. H. Williams.

Mr. W. Hill.

Sir Maurice Levy, Bart.

Mr. H. J. Wilson, C.B.E., Ministry of Labour } (*Secretaries*).  
Mr. A. Greenwood, Ministry of Reconstruction }

*Terms of Reference.*

1. To make and consider suggestions for securing a permanent improvement in the relations between employers and workmen.

2. To recommend means for securing that industrial conditions affecting the relations between employers and workmen shall be systematically reviewed by those concerned, with a view to improving conditions in the future.

*Reports Published. (See Appendix III.)*

## WOMEN'S EMPLOYMENT COMMITTEE.

Major J. W. Hills, M.P. (*Chairman*).\*

Miss A. M. Anderson, C.B.E., Home Office.

Mr. W. H. Beveridge, C.B.

Lord Henry Cavendish-Bentinck, M.P.

Miss C. E. Collet, Ministry of Labour.

Miss Ada Crabbie.

Miss B. M. Cunningham, Board of Education.

Mr. Malcolm Delevingne, K.C.B., Home Office.

Miss F. H. Durham, C.B.E., Ministry of Labour.

Sir W. M. Fletcher, K.B.E., Sc.D., M.D., F.R.S.

Mr. R. H. Glanfield.

Miss Susan Lawrence.

Miss McQueen.

Mr. J. J. Mallon.

Miss E. B. Mitchell.

Mr. B. H. Morgan, Ministry of Munitions.

Miss M. M. Paterson.

Mr. T. W. Phillips, C.B.E., Ministry of Labour.

Miss Gertrude M. Tuckwell.

Sir R. V. Vassar Smith, Bart.

Sir A. Whitelegge, K.C.B., M.D., Home Office.

Mrs. Roland Wilkins, Board of Agriculture and Fisheries.

Miss Mona Wilson.

Mr. G. T. Reid, Ministry of Labour } (*Secretaries*).  
Miss Constance Smith, Home Office }

*Terms of Reference.*

To consider and advise in the light of experience gained during the war upon the opportunities for the employment of women, and the conditions of such employment, in clerical, commercial, agricultural and industrial occupations after the war.

*Report not yet submitted.*

\* The Rt. Hon. Sir John Simon, K.C., M.P., acted as Chairman of the Committee during the earlier stages of its work.



(ii) Committees Appointed by the Prime Minister (Mr. Lloyd George) in connection with the Second Reconstruction Committee.

COMMITTEE ON THE ACQUISITION OF LAND FOR PUBLIC PURPOSES.

Mr. Leslie Scott, K.C., M.P. (*Chairman*).

Mr. A. S. Comyns Carr.  
Sir Harcourt E. Clare.  
Mr. J. Inglis Davidson.  
Mr. Dixon H. Davies.  
Mr. Ellis Davies.

Mr. George M. Freeman, K.C.  
Sir William S. Haldane, W.S.  
Mr. Howard Martin, P.P.S.I.  
Sir William Middlebrook, M.P.  
Sir Arthur Thring, K.C.B.

Mr. H. Eustace Davies (*Secretary*).  
Mr. Bernard H. Drake (*Asst. Secretary*).

*Terms of Reference.*

To consider and report upon the defects in the existing system of law and practice involved in the acquisition and valuation of land for public purposes; and to recommend any changes that may be desirable in the public interest.

*Two Interim Reports submitted and published. (See Appendix III.)*

MINING SUB-COMMITTEE.

Mr. Leslie Scott, K.C., M.P. (*Chairman*).

Mr. A. S. Comyns Carr.  
Sir Harcourt E. Clare.  
Mr. J. Inglis Davidson.  
Mr. Dixon H. Davies.  
Mr. Ellis Davies.

Mr. George M. Freeman, K.C.  
Sir William Haldane, W.S.  
Mr. Howard Martin, P.P.S.I.  
Sir William Middlebrook, M.P.  
Sir Arthur Thring, K.C.B.

*Additional Members with Special Experience on Mining Questions.*

Mr. W. Forster Brown.  
Sir Adam Nimmo, K.B.E.  
Sir Thomas Ratcliffe-Ellis.

Mr. C. E. Rhodes.  
Mr. Stephen Walsh, M.P.  
Sir R. Elliott-Cooper, K.C.B.

Mr. H. Eustace Davies (*Secretary*).  
Mr. Bernard H. Drake (*Asst. Secretary*).

*Terms of Reference.*

To consider and report :—

- (1) Whether, and if so, to what extent the general principles appropriate to the Acquisition and Valuation of land for public purposes should be applicable to the special case of mines and minerals.
- (2) What action is desirable to meet the difficulty of obtaining on reasonable terms—
  - (a) Wayleaves both above and below ground.
  - (b) Surface Rights.

When such Wayleaves or Surface Rights are required for the erection or extension of plant or premises in connection with the development of the Nation's mineral resources.

- (3) Generally, whether any, and if so what, action is desirable to limit or extinguish the loss to the Nation occasioned by leaving valuable products in mines for the purpose of supporting the surface, or as barriers, or by being landlocked, or by restrictive covenants or otherwise.
- (4) What changes are advisable in the law in connection with questions of support.

*Report not yet submitted.*

LAND TRANSFER SUB-COMMITTEE.

Mr. Leslie Scott, K.C., M.P. (*Chairman*).

Mr. A. S. Comyns Carr.  
Mr. Dixon H. Davies.  
Mr. George M. Freeman, K.C.  
Mr. W. L. Hichens.  
Mr. Howard Martin, P.P.S.I.  
Sir William Middlebrook, M.P.

Sir Thomas Ratcliffe-Ellis.  
Mr. A. E. Russell, K.C.  
Sir Claud Schuster, K.C.B.  
Sir Walter Trower  
Mr. Arthur Underhill, M.A., LL.D.  
Mr. H. Wilson-Fox, M.P.

Mr. Alfred Topham (*Legal Assistant to the Chairman*).  
Mr. H. Eustace Davies (*Secretary*).  
Mr. Bernard H. Drake (*Assistant Secretary*).

*Terms of Reference.*

“To consider the present position of Land Transfer in England and Wales, and to advise what action should be taken to facilitate and cheapen the Transfer of Land.”

*Report not yet submitted.*



## ADULT EDUCATION COMMITTEE.

The Master of Balliol (*Chairman*).

Mrs. J. Baker.  
 Sir Graham Balfour.  
 Mr. E. Bevin.  
 Mr. Wilson Clayton.  
 Mr. R. Climie.  
 Mr. C. T. Cramp.  
 Mrs. T. Huws Davis.  
 Mr. J. H. Doncaster.  
 Mr. R. G. Hatton.

Mr. Frank Hodges.  
 Sir Henry Jones.  
 Mr. A. Mansbridge.  
 Sir Henry Miers.  
 Mr. J. Morton.  
 Canon R. S. J. Parry, D.D.  
 Mr. R. H. Tawney.  
 Mr. T. H. J. Underdown.  
 The Rev. B. A. Yeaxlee.

Mr. E. S. Cartwright } (*Secretaries*).  
 Mr. Arthur Greenwood }

*Terms of Reference.*

To consider the provision for, and possibilities of, Adult Education (other than technical or vocational) in Great Britain, and to make recommendations.

*Two Interim Reports submitted and published. (See Appendix III.)*

## CIVIL WAR WORKERS' COMMITTEE.

Mr. Gerald Bellhouse, C.B.E., Home Office (*Chairman*).

The Right Hon. F. D. Acland, M.P., Board of Agriculture and Fisheries.  
 Mr. J. A. N. Barlow, C.B.E., Ministry of Munitions.  
 Mr. A. Bellamy, C.B.E.  
 Mrs. M. J. Bell-Richards.  
 Mr. W. H. Beveridge, C.B., Board of Trade.  
 Mr. H. B. Butler, Ministry of Labour.  
 Mr. J. A. Dale, War Office (Contracts Department).  
 Mr. G. Dallas.  
 Mr. R. Dumas.  
 Sir Clarendon Hyde.

Mr. Ernest Jardine.  
 Miss A. Susan Lawrence.  
 Mr. Charles A. Lister, C.B.E.  
 Mr. J. J. Mallon.  
 Mr. D. S. Marjoribanks.  
 Dr. Marion Phillips.  
 Mr. C. F. Rey, Ministry of Labour.  
 Mr. R. Young, O.B.E.  
 Mr. H. Wolfe, C.B.E., Ministry of Munitions.  
 Mr. Robert Young, O.B.E.

Miss A. K. Leach (*Secretary*).

*Terms of Reference.*

To consider and report upon the arrangements which should be made for the demobilisation of workers engaged during the war in National Factories, Controlled Establishments, in other firms engaged in the production of munitions of war and on Government contracts, or in firms where substitute labour has been employed for the duration of the war.

*Reports Published. (See Appendix III.)*

## LOCAL GOVERNMENT COMMITTEE.

The Right Hon. Sir Donald Maclean, K.B.E., M.P. (*Chairman*).

Mr. R. J. Curtis.  
 Mr. R. Donald.  
 The Right Hon. Lord George Hamilton, G.C.S.I.  
 Mr. S. Montagu Harris.  
 Mr. Spurley Hey.  
 Sir R. L. Morant, K.C.B.  
 Mr. R. C. Norman.

Mr. H. G. Pritchard.  
 Sir S. B. Provis, K.C.B.  
 Dr. John Robertson, B.Sc.  
 Mr. A. V. Symonds, C.B. (Local Government Board).  
 The Right Hon. J. H. Thomas, M.P.  
 Mrs. Sidney Webb.

Mr. R. G. Duff, Local Government Board (*Secretary*).

*Terms of Reference.*

To consider and report upon the steps to be taken to secure the better co-ordination of Public Assistance in England and Wales and upon such other matters affecting the system of Local Government as may from time to time be referred to it.

*Report published. (See Appendix III.)*

## MACHINERY OF GOVERNMENT COMMITTEE.

The Viscount Haldane of Cloan, O.M., K.T. (*Chairman*).

The Right Hon. E. S. Montagu, M.P.  
 Sir R. L. Morant, K.C.B.  
 The Right Hon. Sir G. H. Murray, G.C.B.

Colonel Sir Alan Sykes, Bart., M.P.  
 The Right Hon. J. H. Thomas, M.P.  
 Mrs. Sidney Webb.

Mr. Michael Heseltine (*Secretary*).

*Terms of Reference.*

To enquire into the responsibilities of the various Departments of the central executive Government, and to advise in what manner the exercise and distribution by the Government of its functions should be improved.

*Report published. (See Appendix III.)*



## (iii) List of Committees appointed by the Minister of Reconstruction.

## COMMITTEE ON THE INTERPRETATION OF THE TERM "PERIOD OF THE WAR."

(Appointed in conjunction with the Attorney General.)

Mr. Justice Atkin (*Chairman*).

Mr. G. A. H. Branson.

Mr. J. H. Balfour Browne, K.C.

Mr. P. O. Lawrence, K.C.

Mr. R. F. Norton, K.C.

Mr. Justice Roche.

Mr. C. A. Russell, K.C.

Mr. Roland Burrows (*Secretary*).*Terms of Reference.*

(a) To enquire into the legal questions that may arise as to the determination of the date of the termination of the war for the purpose of the various Acts, Orders, and Regulations, the duration of which depends directly or indirectly upon that date ;

(b) to consider and advise upon the meaning of the form or forms of temporary commission and voluntary attestation in use in H.M. Forces since the beginning of the war with a view to determining the rights of officers and men to release from H.M. Services at its termination, and to make any recommendations thereon which seem desirable ;

(c) to consider the effect of the termination of the war upon Government and private contracts, and whether any legislative or other steps are necessary to assist in determining questions likely to arise in this connection ;

(d) to consider the effect upon contracts of apprenticeship and other arrangements for learning a trade or profession entered into by officers and men now serving in H.M. Forces of (i) voluntary acceptance of a commission or enlistment, (ii) compulsory service, and (iii) the termination of the war, and to make any recommendations thereon which seem desirable ;

and to report thereon.

*Report published. (See Appendix III.)*

## COMMITTEE ON SUPPLY OF BUILDING MATERIALS.

Mr. J. Carmichael, J.P., *Chairman*.

Sir Arthur Shirley Benn, K.B.E., M.P.

Mr. C. B. Broad.

Sir Maurice Bonham Carter, K.C.V.O., K.C.B.

Mr. J. Good.

Mr. W. J. Jones, C.B.E.

Mr. J. Walker Smith, M.I.C.E., F.S.I.

Mr. J. Storrs, J.P.

Sir J. Tudor Walters, M.P.

Mr. H. D. Searles-Wood, F.R.I.B.A.

Captain B. M. Cutbush (*Secretary*).*Terms of Reference.*

1. To enquire into the extent of the probable demand for building materials for all purposes which will arise in this country during the transition period, and the extent of the available supply and form of such material.

2. To enquire how far the quantities of material now available are capable of increase, what are the difficulties in increasing them, and how these difficulties can be removed, and to report to what extent an increase in production will affect the price of materials.

3. In the event of the supply of material or labour being insufficient to fulfil the total building demand, to consider the principles and methods by which the priority of various claims should be settled ; and to report what steps are necessary to ensure that the manufacture or the materials, so far as they are at present inadequate, shall be extended in time to secure sufficient quantities for use when required on the cessation of hostilities, and to recommend what steps should be taken during the War to facilitate a prompt commencement of building work at that time.

4. Generally to consider and report upon any conditions affecting the building trades which tend to cause unduly high prices, and to make recommendations in regard to any measure of control which it may be desirable to exercise over the purchase, production, transport, or distribution of material.

*Two reports submitted to date and published. (See Appendix III.)*

## FINANCIAL FACILITIES COMMITTEE.

(Appointed in conjunction with the Treasury.)

Sir Richard V. Vassar-Smith, Bart. (*Chairman*).

Sir John Bradbury, K.C.B.

Mr. A. E. L. Chorlton, C.B.E.

Mr. E. Brocklehurst Fielden.

Sir Algernon F. Firth, Bart.

Mr. Robert Fleming.

Mr. A. C. D. Gaidner.

Mr. F. C. Goo tenough.

Mr. H. C. Hambro.

Sir Alexander Roger.

Mr. John Sampson.

Mr. A. W. Tait.

Mr. R. C. Smallwood (*Secretary*).*Terms of Reference.*

To consider and report whether the normal arrangements for the provision of financial facilities for trade by means of existing banking and other financial institutions will be adequate to meet the needs of British industry during the period immediately following the termination of the war, and, if not, by what emergency arrangement they should be supplemented, regard being had in particular to the special assistance which may be necessary :—

(a) to facilitate the conversion of works and factories now engaged upon war work to normal production ;

(b) to meet the exceptional demands for raw materials arising from the depletion of stocks.

*Report published. (See Appendix III.)*



## COMMITTEE ON CURRENCY AND FOREIGN EXCHANGES.

(Appointed in conjunction with the Treasury.)

Lord Cunliffe, G.B.E. (*Chairman*).

Sir Charles Addis.  
The Hon. Rupert Beckett.  
Sir John Bradbury, K.C.B.  
Mr. G. C. Cassels.  
Mr. F. Gaspard Farrer.  
The Hon. Herbert Gibbs.  
Mr. W. H. N. Goschen.

Lord Inchcape of Strathnaver, G.C.M.G. (K.C.S.I.,  
K.C.I.E.)  
Mr. R. W. Jeans.  
Mr. A. C. Pigon.  
Mr. G. F. Stewart, D.L., F.S.I.  
Mr. William Wallace.

Mr. G. C. Upcott (*Secretary*).*Terms of Reference.*

To consider the various problems which will arise in connection with currency and the foreign exchanges during the period of reconstruction and report upon the steps required to bring about the restoration of normal conditions in due course ; and to consider the working of the Bank Act 1844, and the constitution and functions of the Bank of England with a view to recommending any alterations which may appear to them to be necessary or desirable.

*Interim Report published. (See Appendix III.)*

## COMMITTEE ON FINANCIAL RISKS ATTACHING TO THE HOLDING OF TRADING STOCKS.

Mr. F. C. Harrison, C.S.I. (*Chairman*).

Mr. Cecil L. Budd, C.B.E.  
Mr. Ernest R. Debenham.  
Mr. G. Binney Dibblee.  
Mr. J. E. Davison.  
Mr. A. W. Flux.

Mr. A. J. Hobson, J.P.  
Mr. Wm. McLintock.  
Mr. J. C. Stamp, D.Sc., C.B.E.  
Sir Richard Vassar-Smith, Bart.

Mr. R. C. Smallwood (*Secretary*).*Terms of Reference.*

To enquire and report as to any measures which could be adopted with a view to securing that manufacturers and others should be financially in a position to hold stocks after the war, and that reasonable safeguards are established to prevent serious financial losses as a result of possible depression following on a period of great inflation, in respect of stocks of materials required for industry.

*Report published. (See Appendix III.)*

## COMMITTEE ON TRUSTS.

Mr. Charles A. McCurdy, M.P. (*Chairman*)\*.

Mr. Percy Ashley.  
Mr. E. Bevin.  
Mr. J. H. Guy.  
Mr. J. A. Hobson.  
Mr. Stanley Machin.  
Mr. J. F. Mason, M.P.

Mr. Frederick Richmond.  
Mr. G. Scoby Smith.  
Mr. H. L. Symonds.  
Mr. W. H. Watkins.  
Mr. Sidney Webb.  
Mr. Douglas Wenham.

Mr. John Hilton (*Secretary*).*Terms of Reference.*

In view of the probable extension and development of trade organisations and combinations, to consider and report what action, if any, may be necessary to safeguard the public interest.

*Report not yet submitted.*

## STORAGE AND TRANSIT COMMITTEE.

Sir Charles Metcalfe, Bart. (*Chairman*).

Capt Norbury, R.N.  
Mr. J. W. L. Oliver, O.B.E.  
Col. A. S. Redman.  
Brig.-Gen. Heron, C.B.  
Brig.-Gen. Marindin.  
Lt.-Col. C. D. Hannay, R.A.F.  
Lt.-Col. Lindsay.  
Mr. W. T. Potts.  
Major the Hon. L. H. Cripps, C.B.E.

Mr. H. F. Carlill.  
Sir Robert Turnbull, Kt., M.V.O.  
Sir Francis Dent.  
Mr. L. A. P. Warner.  
Mr. E. J. Foley.  
Sir Norman Hill, Kt.  
Sir F. Baines, Kt., C.B.E., M.V.O.  
Mr. G. J. Gibson.  
Sir Howard Frank, K.C.B.

Captain Perry (*Secretary*).*Terms of Reference.*

Having regard to the necessity of avoiding congestion at the ports and on the railways during the transition period from war to peace conditions : —

- (a) to suggest a scheme by which the demands for storage and transit facilities may best be met.
- (b) and in particular to consider the possibility of allotting ports wholly or partly for specific purposes and to report.

*Reports not published.*

\* The Rt. Hon. Edward Shortt, K.C., M.P., acted as Chairman of the Committee until his appointment as Chief Secretary for Ireland.



## ENGINEERING TRADES (NEW INDUSTRIES) COMMITTEE.

The Hon. H. D. McLaren, M.P., C.B.E., *Chairman*.

Mr. Charles Bennion.  
 Sir George Bullough, Bart.  
 Mr. F. H. Crittall.  
 Mr. R. Dumas.  
 Sir John Griffith, M.I.C.E.  
 Mr. W. B. Lang.  
 Sir W. Rowan Thomson, K.B.E.  
 Mr. G. H. Sankey.

Mr. Charles A. Lister, C.B.E.  
 Mr. P. J. Pybus, C.B.E.  
 Sir Percy Stothert, K.B.E.  
 Mr. John Taylor, O.B.E.  
 Mr. William Taylor.  
 Mr. William Thom.  
 Mr. H. C. B. Underdown.

Mr. W. A. Colegate, *Secretary*.*Terms of Reference.*

To compile a list of the articles suitable for manufacture by those with engineering trade experience or plant which were either not made in the United Kingdom before the war, but were imported, or were made in the United Kingdom in small or insufficient quantities, and for which there is likely to be a considerable demand after the war, classified as to whether they are capable of being made by:—

(1) Women ; (2) Men and women ; (3) Skilled men ;

and setting out the industries to which such new manufactures would most suitably be attached, and to make recommendations:—

(a) On the establishment and development of such industries by the transfer of labour, machines and otherwise.

(b) As to how such a transfer could be made, and what organisation would be requisite for the purpose, with due regard to securing the co-operation of labour.

*Labour Panel.*

In connection with this Committee a Labour Advisory Panel was appointed to advise on all matters arising out of the work of the Committee which affect labour interests.

The Panel is composed as follows:—

Sir Claud Schuster, *Chairman*.

Mr. Robert H. Coates.  
 Mr. Alexander Gorman.  
 Mr. A. Hord.  
 Mr. W. H. Hutchinson.  
 Mr. W. T. Kelly.

Miss Mary MacArthur.  
 Mr. T. E. Smith.  
 Mr. A. B. Swales.  
 Miss Gertrude Tuckwell.  
 Mr. George Wilkinson.

*Report published. (See Appendix III.)*

## COMMITTEE ON THE CHEMICAL TRADE.

Sir Keith W. Price, *Chairman*.

Mr. John Anderson.  
 Mr. J. F. L. Brunner.  
 Mr. Charles Carpenter, D.Sc., M.I.C.E.  
 Professor J. G. Lawn.

Sir William Pearce, M.P.  
 Mr. K. B. Quinan, C.H.  
 The Rt. Hon. J. W. Wilson, M.P.

Mr. G. C. Smallwood, *Secretary*.*Terms of Reference.*

I. To advise as to the procedure which should be adopted by the Minister of Reconstruction for dealing with the Chemical Trade.

II. To consider and report upon any matters affecting the Chemical Trade which could be more effectively dealt with by the formation of special organisations for the purpose, and to make suggestions in regard to the constitution and functions of any such organisation.

*Report published. (See Appendix III.)*

## CIVIL WAR WORKERS RESETTLEMENT CO-ORDINATION COMMITTEE.

Mr. Vaughan Nash, C.V.O., C.B. (*Chairman*).

Mr. J. A. N. Barlow, C.B.E., Ministry of Munitions.  
 Capt. T. P. H. Beamish, C.B., R.N., Admiralty.  
 Mr. Gerald Bellhouse, C.B.E., Home Office.  
 Mr. W. B. Brown, Board of Trade.  
 Major-Gen. B. F. Burnett-Hitchcock, C.B., D.S.O., War Office.  
 Mr. S. J. Chapman, C.B.E., Board of Trade.  
 Mr. A. Greenwood, Ministry of Reconstruction.

Mr. W. Wrench Lee, Admiralty (Labour Department).  
 Brig.-Gen. C. C. Marindin, Air Ministry.  
 Mr. A. R. McBain, O.B.E., War Office.  
 Mr. H. H. McClure, Admiralty.  
 Mr. T. W. Phillips, C.B.E., Ministry of Labour.  
 Mr. H. H. Piggott, C.B.E., Ministry of Munitions.  
 Mr. A. V. Symonds, C.B., Local Government Board.  
 Mr. Humbert Wolfe, C.B.E., Ministry of Munitions.

Major H. J. Gillespie, D.S.O. } *Joint Secretaries.*  
 Miss A. K. Leach.

*Terms of Reference.*

1. To co-ordinate the proposals of Departments affecting labour resettlement.
2. To co-ordinate, in conjunction with the Demobilisation of the Forces Co-ordination Committee, the policy and working of labour resettlement with the policy and working of military demobilisation.
3. To consider the action to be taken in the event of the discharge of workers during the war with a view to co-ordinating such action with the general policy regarding labour resettlement.
4. To consider during the period of labour resettlement the steps to be taken to meet emergencies or new circumstances which may arise.

*No Report submitted.*



## WAGES AWARDS COMMITTEE.

The Right Hon. Sir John Simon, K.C., M.P. (*Chairman*).

Sir Herbert Austin, K.B.E. (Federation of British Industries).  
Mr. G. Campbell (Ministry of Munitions).  
Sir George Carter, K.B.E. (Shipbuilding Employers' Federation).  
Mr. A. Greenwood (Ministry of Reconstruction).  
Miss Mary MacArthur (National Federation of Women Workers).  
Sir David Shackleton, K.C.B. (Ministry of Labour).  
Mr. Arthur Shaw (National Association of Unions in the Textile Trades).

Sir Allan Smith, K.B.E. (Engineering Employers' Federation).  
Mr. F. Smith (Federation of Engineering and Shipbuilding Trade Unions).  
Mr. H. J. Wilson, C.B.E. (Ministry of Labour).  
Mr. George H. Wood (Woollen and Worsted Trades Federation).  
Mr. Robert Young, O.B.E. (Amalgamated Society of Engineers).

Capt. Cyril Asquith (Ministry of Munitions)  
Mr. C. Delisle Burns (Ministry of Reconstruction) } *Joint Secretaries.*

*Terms of Reference.*

- (1) Whether the compulsory operation of awards made under the Munitions of War Acts or orders extending such awards, or of orders regulating wages made under those Acts should be continued after the War.
- (2) Whether the power to make such awards or orders should be continued after the War.
- (3) The manner in which awards and orders, if made or continued, should be enforced after the War and for what period.

*Report not published. (See reference to this Committee on Page 20 of the Report.)*

## ADVISORY HOUSING PANEL.

(Ministry of Reconstruction).

The Marquess of Salisbury, K.G. (*Chairman*).

Major J. W. Hills, M.P.  
Mr. Thomas Jones.  
Mr. B. S. Rowntree.

Mr. Leslie Scott, K.C., M.P.  
Mrs. Sidney Webb.

Sir Maurice Bonham Carter, K.C.B. (*Secretary*).

The above members of the Reconstruction Committee were invited by the Minister of Reconstruction to complete a general review, which they had undertaken on behalf of the Committee, of the housing question as it would present itself at the close of the war, and to prepare a memorandum on the subject.

*The Panel has presented a memorandum, which was published. (See Appendix III.)*

## THE HOUSING (FINANCIAL ASSISTANCE) COMMITTEE.

The Right Hon. Henry Hobhouse, P.C., J.P., *Chairman*.

Mr. R. Barrow.  
Mr. J. A. E. Dickinson, I.S.O.  
Mr. J. Edmondson.  
Mr. Thomas Goodwin.  
Sir Harry Haward.

Mr. J. G. Head, F.S.I.  
Mr. R. H. Marsh.  
Mr. E. H. Parker.  
Mr. R. L. Reiss.  
Mr. E. A. Strauss, M.P.

Mr. William Wallace, *Secretary*.

*Terms of Reference.*

To consider and advise on the practicability of assisting any bodies or persons (other than Local Authorities) to build dwellings for the working classes immediately after the war, whether by means of loans, grants or other subsidies, and whether, through the agency of the State or Municipal Banks or otherwise.

*Interim Report published. (See Appendix III.)*

## COMMITTEE ON INCREASE OF RENT AND MORTGAGE (WAR RESTRICTIONS) ACT, 1915.

The Hon. Lord Hunter, *Chairman*.

Mr. W. J. Board.  
Mr. C. Duncan.  
Mr. Edwin Evans, L.C.C.  
Mr. E. H. Gibbs, F.R.I.B.A.  
Mr. E. C. P. Lascelles.

Mr. W. A. Lindsay, M.P.  
Judge Mellor, K.C., C.B.E.  
Mr. W. B. Neville.  
Mr. B. S. Rowntree.  
Mr. Dan Rider.

Mr. William Wallace, *Secretary*.

*Terms of Reference.*

To consider the legislation embodied in the Increase of Rent and Mortgage Interest (War Restrictions) Act, 1915, as amended, in relation to the housing of the working classes after the war, and to recommend what steps, if any, should be taken to remove any difficulties which may arise in connection therewith.

*(A Report has been presented, and will be published shortly.)*



## Appendix II.

### THE ADVISORY COUNCIL.

Mr. H. Eustace Davies (*General Secretary*).

The Advisory Council is at present constituted as shown under the different Sections but additional Members will be appointed from time to time as may be found necessary.

### CHAIRMEN'S COMMITTEE.

Sir Henry Birchenough, K.C.M.G. (*Chairman*).

A. A. Allen, Esq.  
E. Bevin, Esq.  
The Hon Herbert Gibbs.  
Sir Clarendon Hyde.  
W. L. Hichens, Esq.

The Rt. Hon. Henry Hobhouse, P.C., J.P.  
E. J. Husey, Esq., M.V.O.  
Sir Charles Metcalfe, Bart.  
Leslie Scott Esq., K.C.M.P.  
The Rt. Hon. J. H. Thomas, M.P.

Mr. H. Eustace Davies (*Secretary*).

Mr. Renolds (*Assistant Secretary*).

The Chairmen's Committee advise informally on points of difficulty which may arise in the daily work of the Dept., and generally on any questions of importance. They have also reported specially on the following subjects

- (1) The Co-ordination of Transport Facilities within the United Kingdom.
- (2) Administrative Machinery for dealing with Electric Generation.

### WOMEN'S ADVISORY COMMITTEE.

The Lady Emmott (*Chairman*).

Lady Birchenough.  
Miss Harris.  
Miss A. Susan Laurence.  
Dr. Marion Phillips.  
Mrs. Pember Reeves.

The Viscountess Rhondda.  
Mrs. Streatfeild, C.B.E.  
Miss Symons.  
Miss M. J. Tuke.

Mr. H. Eustace Davies (*Secretary*).

Miss A. K. Leach (*Assistant Secretary*).

The Women's Advisory Committee advise generally on questions affecting women and are also considering the question of Domestic Service with the assistance of the following special Sub-Committees:—

### DOMESTIC SERVICE SUB-COMMITTEES.

Miss L. Clapham (*Secretary*)

#### (A) *Training.*

Dr. Janet Lane Claypon (*Chairman*).

Mrs. Arran.  
Mrs. Bamber.  
Miss Cunningham.  
Mrs. Lowe.  
Miss Marsden.

Miss Mercier.  
Mrs. Parkes.  
Miss Dymphna Smith.  
Miss Zimmern.

#### (B) *Machinery of Distribution of Domestic Servants.*

Lady Trustram Eve (*Chairman*).

Mrs. Bramley.  
Mrs. Cockerton.  
John Hunt, Esq.  
Mrs. Locke.  
W. T. O'Donnell, Esq.

Miss Splatt.  
Miss Jessie Stephen.  
Mrs. Taylor.  
Sydney Thornet, Esq.

#### (C) *Home Helps.*

Mrs. Pember Reeves (*Chairman*).

Mrs. John Baker.  
Mrs. Dideridge.  
Miss Enfield.  
Miss Harris.

Dr. Shadwick Higgins.  
Miss Kerans.  
Mrs. Mawer.  
Mrs. Model.

#### (D) *Organisation and Supply.*

The Lady Emmott (*Chairman*).

Mrs. Atkin.  
Mrs. Bell.  
Miss Clementina Black.  
Dame Katherine Furse, C.B.E.  
Miss Glynn.  
Miss Brodie Hall.  
Mrs. Jarrett.  
Dame Florence Leach, C.B.E.

The Marchioness of Londonderry.  
Mrs. Vaughan Nash.  
Miss Partner.  
Mrs. C. S. Peel, O.B.E.  
Miss Mary Phillips.  
Miss Jessie Stephen.  
Miss Tuke.  
Miss Wyatt.



## SECTION I.

*Members.*

The Hon. Herbert Gibbs (*Chairman*).  
 Sir Charles Metcalfe, Bt. } (*Vice-Chairmen*).  
 E. Husey, Esq., M.V.O.

Sir Alfred Booth, Bt.  
 Sir E. Tootal Broadhurst.  
 The Hon. R. Brand, C.M.G.  
 The Hon. Herbert Gibbs.  
 Vernon Hartshorn, Esq., O.B.E.  
 W. L. Hichens, Esq.  
 Sir Clarendon Hyde.  
 H. J. Mackinder, Esq., M.P.

Sir Adam Nimmo, K.B.E.  
 Major the Hon. G. Peel.  
 Sir Alexander Roger.  
 E. Spicer, Esq.  
 The Rt. Hon. J. H. Thomas, M.P.  
 Sir W. Rowan Thomson, K.B.E.  
 A. Whitworth, Esq.

Mr. T. R. Gardiner (*Secretary*).

Section I deals generally with all questions in connection with Finance Transport and Common Services. This Section has submitted reports on the question of "Standardisation of Railway Equipment" and also on "Excess Profits" Duty in relation to commercial undertakings. The latter subject was dealt with by the following Committee :—

## COMMITTEE OF SECTION I.

## EXCESS PROFITS.

The Hon. Herbert Gibbs (*Chairman*).  
 E. I. Husey, Esq., M.V.O. (*Vice-Chairman*).

The Hon. Robert Brand, C.M.G.  
 \*W. H. N. Goschen, Esq.  
 H. J. Mackinder, Esq.  
 Sir Charles Metcalfe.

Major the Hon. George Peel.  
 Ernest Spicer, Esq.  
 Arthur Whitworth, Esq.

\* This Member was co-opted for the purpose of this reference.

Mr. R. C. Smallwood (*Secretary*).

## SECTION II.

*Members.*

Sir H. Birchenough, K.C.M.G. (*Chairman*).  
 Sir Clarendon Hyde } (*Vice-Chairmen*).  
 E. Bevin, Esq.

John P. Boland, Esq.  
 Sir. E. Tootal Broadhurst.  
 Henry Clough, Esq.  
 Sir Charles Fielding, K.B.E.  
 Sir R. Glazebrook, K.C.B., F.R.S.  
 W. T. Green, Esq.  
 J. W. Hope, Esq., C.B.E.

W. H. Hutchinson, Esq.  
 Miss A. Susan Lawrence.  
 H. J. Mackinder, Esq., M.P.  
 J. J. Mallon, Esq.  
 The Viscountess Rhonnda.  
 Sir Alexander Roger.  
 W. H. Watkins, Esq.

Section II deals with all questions in connection with Production and Commercial Organisation. This Section has submitted Reports on (1) "Principles and Machinery for the allocation of materials, &c. during the Transitional Period" (2) "Legislative arrangements to prevent Dumping."

The question of Essential Industries was dealt with by the following Committee :—

Sir Henry Birchenough K.C.M.G. (*Chairman*).

A. A. Allen, Esq.  
 \*Percy Ashley, Esq.  
 W. H. Hutchinson, Esq.

Sir Clarendon Hyde.  
 H. J. Mackinder, Esq.

\* This Member was co-opted for the purposes of this reference.

Captain W. Perry (*Secretary*).

## SECTION III.

*Members.*

The Rt. Hon. J. H. Thomas, M.P. (*Chairman*).  
 W. L. Hichens, Esq. (*Vice-Chairman*).

Mrs. E. Barton.  
 E. Bevin, Esq.  
 Sir H. Birchenough, K.C.M.G.  
 Mrs. M. Butler.  
 Henry Clough, Esq.  
 J. F. Duncan, Esq.  
 Major-General Sir P. Girouard, D.S.O., K.C.M.G.  
 The Rt. Hon. Lord Gorell.  
 Miss Harris.  
 Vernon Hartshorn, Esq., O.B.E.  
 J. W. Hope, Esq., C.B.E.  
 W. H. Hutchinson, Esq.  
 Miss A. Susan Lawrence.

J. J. Mallon, Esq.  
 C. A. McCurdy, Esq., M.P.  
 Sir Thomas Munro, K.B.E.  
 Sir Adam Nimmo, K.B.E.  
 Edwin Orde, Esq.  
 Dr. Marion Phillips.  
 Mrs. Pember Reeves.  
 Sir Herbert Rowell, K.B.E.  
 Miss Symons.  
 R. H. Tawney, Esq.  
 Miss G. Tuckwell.  
 W. H. Watkins, Esq.

Mr. C. Delisle Burns (*Secretary*).



Section III. deals with all questions in connection with Labour and Industrial Organisation. The following Reports have been submitted :—

- (1) Application of the principles of the Whitley Report to
  - (a) Engineering,
  - (b) Railway Industries.
- (2) Prevention of employment among partially disabled soldiers.
- (3) Juvenile Employment.

The Special Committee on Juvenile Employment was constituted as follows :—

R. A. Bray, Esq. (*Chairman*).

Miss Adler.

W. T. Kelly, Esq.

Mrs. E. Barton.

R. H. Tawney, Esq.

Mrs. Arnold Glover.

John Turner, Esq.

H. Kay.

Mr. Horace Fleming (*Secretary*).

#### SECTION IV.

##### *Members.*

• Leslie Scott, Esq., K.C., M.P. (*Chairman*).

The Rt. Hon. H. Hobhouse, P.C., J.P. (*Vice-Chairman*).

C. R. W. Adeane, Esq., C.B.

T. Lundon, Esq.

Mrs. E. Barton.

L. M. Marshall, Esq.

The Rt. Hon. C. W. Bowerman.

George Nicholls, Esq.

Miss A. Churton.

Major Hugh Pritchard.

G. Dallas, Esq.

Miss Paterson.

Mrs. Douglas.

Major General A. E. Sandbach, C.B.D.S.O.

J. F. Duncan, Esq.

The Hon. E. G. Strutt.

The Lady Emmott.

Professor T. B. Wood, C.B.E.

Sir Charles Fielding, K.B.E.

Mrs. Roland Wilkins, O.B.E.

Sir R. Glazebrook, K.C.B., F.R.S.

David Wilson, Esq.

Hugh A. Law, Esq.

Mr L. S. Salt (*Secretary*).

Section IV. deals with questions affecting Rural Development, including Agriculture. Reports have been submitted on

- (1) "The Establishment of Information Centres in rural districts."
- (2) "The best method of attracting returning soldiers to the land."

The latter subject was dealt with by the following Committee :—

All members of the Section *with the following co-opted Members* :—

Walter W. Berry, Esq.

L. M. Marshall, Esq.

R. V. Lennard, Esq.

The following special Committees of Section IV. are considering "The Economic Position of Women in Agriculture" :—

##### *England.*

Mrs. Roland Wilkins (*Chairman*).

Walter W. Berry, Esq.

Miss Macqueen.

P. G. Dallinger, Esq.

Professor Orwin.

Lady G. Guinness.

The Hon. E. G. Strutt.

Professor Brynor Jones.

Miss Gladys Pott (*Secretary*).

##### *Scotland.*

Mrs. Anne Douglas (*Chairman*).

J. M. Caie, Esq.

T. Henderson, Esq.

Miss Campbell.

Miss Jobson.

Miss Crabbie.

Mrs. John Notman.

J. Gardiner, Esq.

Miss Paterson.

Miss Elizabeth Mitchell (*Secretary*).

#### SECTION V.

##### *Members.*

Arthur A. Allen, Esq., *Chairman*.

The Lady Emmott, *Vice-Chairman*.

Mrs. E. Barton.

The Viscountess Rhondda.

Lady Birchenough.

Mrs. Pember Reeves.

The Rt. Hon. C. W. Bowerman, M.P.

Mrs. Streatfeild, C.B.E.

Miss A. Churton.

Miss G. Tuckwell.

The Rt. Hon. Lord Gorrell.

Miss M. J. Take.

Sir R. Glazebrook, K.C.B., F.R.S.

Mr. St. J. Hutchinson (*Secretary*).



Section V deals with all questions in connection with Social development, including Education, Health and Housing.

Reports have been submitted dealing with—

- (1) Housing from a housewife's point of view.
- (2) The Co-ordination of Authorities for the Vocational Training of Women.

The following questions are also under consideration—

- (1) Local organizations.
- (2) Women workers in subsidiary health and kindred services.
- (3) Women in the Civil Service.

The membership of the Special Committees dealing with these subjects is given below.

#### *Local Organization.*

A. A. Allen, Esq., *Chairman.*

Major-General A. E. Sandbach, C.B., D.S.O., *Acting-Chairman*

G. D'Aeth, Esq.

Lewis Beard, Esq.

F. Bramley, Esq.

Commissioner Cox.

Mrs. Gandy.

S. P. Grundy, Esq.

The Rt. Hon. H. Hobhouse, P.C., J.P.

Bernard Holland, Esq., C.B.

H. Law, Esq.

J. Newlove, Esq.

W. G. Robinson, Esq.

Arnold Rowntree, Esq.

E. H. Wethered, Esq.

Mr. St. John Hutchinson (*Secretary*).

#### *Women's House Planning.*

The Lady Emmott, *Chairman.*

Mrs. E. Barton.

Mrs. Victor Branford.

Miss A. Churton.

Mrs. Sanderson Furniss.

Mrs. G. S. Guy.

Mrs. Jarrett.

Mrs. T. Alwyn Lloyd.

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### Appendix III.

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#### List of Parliamentary Papers, Pamphlets, and other Documents issued by the Ministry of Reconstruction.

##### COMMAND PAPERS.

LIST OF COMMISSIONS AND COMMITTEES dealing with questions that will arise after the war. (Cd. 8916. Price 4*d.* net.)

STATEMENT WITH REGARD TO ADVISORY BODIES other than Reporting Committees appointed by the Minister of Reconstruction. (Cd. 9195. Price 2*d.*)

ACQUISITION OF POWERS SUB-COMMITTEE of the Reconstruction Committee. Report. (Cd. 8982. Price 2*d.* Net.)

##### COMMITTEE ON ACQUISITION AND VALUATION OF LAND FOR PUBLIC PURPOSES.

Report on the simplification of the procedure for Acquisition. (Cd. 8998. Price 6*d.* net.)

Report on Valuation. (Cd. 9229. Price 4*d.* net.)

LEGAL INTERPRETATION OF THE TERM "PERIOD OF THE WAR." Reports of Committee appointed by the Attorney-General. (Cd. 9100. Price 6*d.* net.)

STANDARDIZATION OF RAILWAY EQUIPMENT. Advisory Council Report. (Cd. 9193. Price 1*d.*)

COMMITTEE ON BUILDING INDUSTRY AFTER THE WAR. Report. (Cd. 9197. Price 3*d.* net.)

COMMITTEE ON CURRENCY AND FOREIGN EXCHANGES after the war. Interim Report. (Cd. 9182. Price 2*d.* net.)

COMMITTEE ON FINANCIAL FACILITIES. Report. (Cd. 9227. Price 2*d.*)

COMMITTEE ON FINANCIAL RISKS attaching to holding of Trading Stocks Report. (Cd. 9224. Price 2*d.* net.)

##### COMMITTEE ON COMMERCIAL AND INDUSTRIAL POLICY.

Imperial Preference. Resolutions passed by the Committee on Commercial and Industrial Policy. (Cd. 8482. Price 1*d.* net.)

Interim Report on certain essential Industries. (Cd. 9032. Price 2*d.* net.)

Interim Report on the Importation of Goods from the present enemy countries after the war. (Cd. 9033. Price 1*d.* net.)

Interim Report on the treatment of exports from the United Kingdom and British Overseas possessions and the Conservation of the Resources of the Empire during the transitional period after the war. (Cd. 9034. Price 2*d.* net.)

Final Report (Cd. 9035. Price 9*d.* net.)

##### COAL CONSERVATION COMMITTEE.

Report on Electric Power Supply. (Cd. 8880. Price 3*d.* net.)

Final Report. (Cd. 9084. Price 1*s.* net.)

COMMITTEE ON THE CHEMICAL TRADE.—Report (Cd. 8882. Price 1*d.* net.)

ENGINEERING TRADES (NEW INDUSTRIES) COMMITTEE.—Report (Cd. 9226. Price 6*d.* net.)

##### COMMITTEE ON RELATIONS BETWEEN EMPLOYERS AND EMPLOYED.

Interim Report on Joint Standing Industrial Councils. (Cd. 8606. Price 1*d.* net.)

Second Report on Joint Standing Industrial Councils. (Cd. 9002. Price 1*d.* net.)

Supplementary Report on Works Committees. (Cd. 9001. Price 1*d.* net.)

Report on Conciliation and Arbitration. (Cd. 9099. Price 1*d.* net.)

Final Report. (Cd. 9153. Price 1*d.* net.)

Memorandum by the Minister of Reconstruction and the Minister of Labour on Industrial Councils and Trade Boards. (Cd. 9085. Price 1*d.* net.)

##### CIVIL WAR WORKERS COMMITTEE.

First Interim Report. (Cd. 9117. Price 2*d.*)

2nd, 3rd, 4th and 5th Reports. (Cd. 9192. Price 3*d.*)

Final Report. (Cd. 9228. Price 1*d.*)





#### COMMITTEE ON ADULT EDUCATION.

Interim Report on Social and Industrial Conditions in relation to Adult Education. (Cd. 9107. Price 3*d.* net.)

Second Interim Report on Education in the Army. (Cd. 9225. Price 2*d.* net.)

#### AGRICULTURAL POLICY COMMITTEE.

Agricultural Report on the methods of effecting an increase in the home-grown food supplies. (Part 1.) (Cd. 8506. Price 3*d.* net.)

Final Report. (Cd. 9079. Price 1*s.* 3*d.* net.)

Summaries of Evidence. (Cd. 9080. Price 1*s.* 3*d.* net.)

FORESTRY COMMITTEE.—Report. (Cd. 8881. Price 1*s.* net.)

HOUSING IN ENGLAND AND WALES.—Memorandum by the Advisory Housing Panel on the Emergency Problem. (Cd. 9087. Price 2*d.*)

WOMEN'S HOUSE PLANNING SUB-COMMITTEE (Advisory Council).—Interim Report. (Cd. 9166. Price 1*d.* net.)

HOUSING (FINANCIAL ASSISTANCE) COMMITTEE.—Interim Report on Public Utility Societies. (Cd. 9223. Price 2*d.* net.)

MACHINERY OF GOVERNMENT COMMITTEE.—Report. (Cd. 9230. Price 6*d.* net.)

LOCAL GOVERNMENT COMMITTEE.—Report on the Transfer of Functions of Poor Law Authorities in England and Wales. (Cd. 8917. Price 3*d.* net.)

MEMORANDUM ON THE MINISTRY OF HEALTH BILL, 1918. (Cd. 9211. Price 1*d.*)

#### Pamphlets on Reconstruction Problems.

(Price 2*d.* each.)

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|---|---|
| (1) The Aims of Reconstruction.         | (7) Guide to Work and Benefits for Soldiers and Civil War Workers. ( <i>Now out of print.</i> ) |
| (2) Housing in England and Wales.       | (8) Resettlement of Civil War Workers.  |
| (3) Demobilization of the Army.         | (9) Naval Demobilization.   |
| (4) Housing in Scotland.                | (10) Labour Conditions and Adult Education.   |
| (5) New Fields for British Engineering. | (11) Commercial Forestry.   |
| (6) Raw Materials and Employment.       | (12) Resettlement of Officers (i) Army and R.A.F.   |

#### Stationery Office Publications.

Memorandum on Subsidiary Health and Kindred Services for Women (Miss A. M. Anderson, C.B.E.) (Price 3*d.*)

Juvenile Employment during the War and after. (Price 6*d.*)

Advisory Council, Report on the Co-ordination of the Vocational Training of Women. (Price 3*d.*)

Advisory Council, Report on the Employment on the Land of Returned Soldiers and Sailors. (Price 1*s.*)